

POLICE OPERATIONS AND DATA ANALYSIS REPORT

ROANOKE POLICE DEPT., ROANOKE, VIRGINIA *Final*



CPSM[®]

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC
475 K STREET NW, STE 702 • WASHINGTON, DC 20001
WWW.CPSM.US • 716-969-1360

ICMA

Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

THE ASSOCIATION & THE COMPANY

INTERNATIONAL CITY/COUNTY MANAGEMENT ASSOCIATION (ICMA)

The International City/County Management Association (ICMA) is a 109-year-old, non-profit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to their citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website, www.icma.org, publications, research, professional development, and membership.

CENTER FOR PUBLIC SAFETY MANAGEMENT (CPSM)

The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and Emergency Medical Services.

The Center also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security. In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) spun out as a separate company and is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, etc.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service that it had for ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify industry best practices.

We have conducted more than 400 such studies in 46 states and provinces and more than 275 communities ranging in population size 3,300 (Lewes, DE) to 800,000 (Indianapolis, IN).

Thomas Wieczorek is the Director of the Center for Public Safety Management.

Leonard Matarese serves as the Managing Partner for Research and Project Development.

Dr. Dov Chelst is the Director of Quantitative Analysis.

CENTER FOR PUBLIC SAFETY MANAGEMENT PROJECT CONTRIBUTORS

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov Chelst, Director of Quantitative Analysis

Shan Zhou, Data Analyst

Sarita Vasudevan, Data Analyst

Jarrold Burguan, Public Safety Consultant – Team Leader

John Perez, Public Safety Consultant

Martin Baeza, Public Safety Consultant

Dennis Kouba, Senior Editor

CONTENTS

Tables.....	vi
Figures.....	viii
Section 1. Executive Summary	1
General Observations	2
Key Recommendations	3
Section 2. Methodology	13
Section 3. Community and Department Overview	14
Community	14
Law Enforcement Services	14
Uniform Crime Report/Crime Trends	14
Strategic Plan	20
Succession Planning	21
Accreditation	21
Mission Statement, Vision Statement, Values, and Goals	23
Department Policy Manual	23
Department Structure and Leadership	24
Roanoke Police Department Staffing Allocation	26
Department Administration	28
Department Meetings / Communication	28
Crime Analysis (iSTAR)	30
Professional Standards	31
Public Information	35
Section 4. Services Division	38
Training Academy	38
Training Coordinator	40
Recruitment	41
Background Investigations	44
Body-Worn and Vehicle Cameras	44
Records	47
Work Schedules & Public Access Hours	47
Workload Demand	48
Records Processing Volume, 2020–2022	49
Online Access to Police Reports	50

Freedom of Information Act (FOIA)	51
Compliance Audits	54
FBI UCR Reporting / Clearance Rates	54
Section 5. Uniformed Operations.....	59
Patrol	59
Patrol Staffing/Schedule	59
Supervision	60
Deployment Schedule	60
Minimum Staffing	61
Less Lethal Options for Patrol Officers:	61
Call/Workload Demand.....	63
Out-of-Service Activities	84
Patrol Deployment vs. Workload Demand	89
Community Response Bureau	103
Community Engagement Unit	103
School Resource Officers (SROs)	105
Animal Protection and Services	106
Traffic Unit	107
Planning and Incident Management	108
Community Mitigation and Volunteers.....	109
Canine Unit.....	111
Section 6: Investigations Bureau.....	113
Criminal Investigations Bureau.....	113
Policy & Bureau Structure.....	114
CIB Work Schedule & Staffing	115
Staffing	115
Rotation Schedule	116
Task Force and Regional Responsibilities	117
CIB Training & Section Manual	118
Special Operations & BWC Usage	119
Detective Functions – Crime Investigations.....	120
Case Management & Clearance Rates	120
Unsolved Murder & Missing Persons Cases	125
CompStat & Violent Crime/Gun Challenges	125
Behavior Health & Wellness:	126

Evidence Technician Unit	128
Work Schedules	128
Workload	128
Use of Civilians as Professional Staff	130
Property & Evidence Section	131
Staffing and Operation	132
Hours of Operation	132
Policy & Administrative	132
Software Systems	132
In-Take Process	133
Audits & Destruction of Items	133
Security and Video Monitoring	133
Physical Assessment	134
Property and Evidence Summary	135
Section 7. Other Areas	137
Tactical Response Team (SWAT & Crisis Negotiations)	137
TRT Structure, Staffing, and Work Schedules	137
Workload/Policy Review	138
Training	140
Dispatch operations	143
Police Department Building	144
Section 8. Summary	146
Section 9. Data Analysis	147
Workload Analysis	147
Out-of-Service Activities	169
Deployment	175
Response Times	185
All Calls	186
High-Priority Calls	192
Appendix A: Call Type Classification	194
Appendix B: Uniform Crime Report Information	197

TABLES

TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City	15
TABLE 3-2: Reported Roanoke, Virginia, and National Crime Rates, by Year	18
TABLE 3-3: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020	19
TABLE 3-4: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021	19
TABLE 3-5: Current Staffing Allocation	26
TABLE 3-6: Roanoke PD Regular Staffing Allocation, 2013–2023	27
TABLE 3-7: Disposition of RPD Citizen Complaint Allegations, 2020–2022	33
TABLE 4-1: Records Unit Staffing	47
TABLE 4-2: Records Processing Volume, 2020–2022	49
TABLE 4-3: RPD FOIA Requests for 2021, 2022, and 2023	53
TABLE 4-4: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020	56
TABLE 4-5: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021	56
TABLE 5-1: Patrol Staffing by Platoon	59
TABLE 5-2: Deployment Schedule/Minimum Staffing	60
TABLE 5-3: Events per Day, by Initiator	64
TABLE 5-4: Events per Day, by Category	66
TABLE 5-5: Calls per Day, by Category	68
TABLE 5-6: Calls per Day, by Initiator and Month	69
TABLE 5-7: Calls per Day, by Category and Month	71
TABLE 5-8: Primary Unit's Average Occupied Times, by Category and Initiator	73
TABLE 5-9: Average Number of Responding Units, by Initiator and Category	75
TABLE 5-10: Number of Responding Units, by Category, Community-initiated Calls	77
TABLE 5-11: Calls and Work Hours by Zone and District, per Day	79
TABLE 5-12: Calls and Work Hours per Day, by Category, Winter 2022	81
TABLE 5-13: Calls and Work Hours per Day, by Category, Summer 2022	83
TABLE 5-14: Activities and Occupied Times by Description	84
TABLE 5-15: Activities and Workload per Day, by Month	85
TABLE 5-16: Activities per Day, by Day of Week	86
TABLE 5-17: Activities per Hour, by Hour of Day	88
TABLE 5-18: Number of Deployments for 2022	110
TABLE 6-1: Roanoke CIB Staffing Levels	116
TABLE 6-2: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021	123
TABLE 6-3: CIB Cases per Detective	124
TABLE 6-4: Property & Evidence Unit Staffing	132
TABLE 6-5: Property Taken In and Processed Out of the Property Room, 2020–2023	135
TABLE 7-1: Roanoke Police Department: Tactical Response Team Staffing Levels	137
TABLE 7-2: Roanoke Police Department's Tactical Response Team Operations	140
TABLE 9-1: Events per Day, by Initiator	149
TABLE 9-2: Events per Day, by Category	151

TABLE 9-3: Calls per Day, by Category	153
TABLE 9-4: Calls per Day, by Initiator and Months	154
TABLE 9-5: Calls per Day, by Category and Month	156
TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator	158
TABLE 9-7: Average Number of Responding Units, by Initiator and Category	160
TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls	162
TABLE 9-9: Calls and Work Hours by Zone and District, per Day	164
TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2022	166
TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2022	168
TABLE 9-12: Activities and Occupied Times by Description	170
TABLE 9-13: Activities and Workload per Day, by Month	171
TABLE 9-14: Activities per Day, by Day of Week	172
TABLE 9-15: Activities per Hour, by Hour of Day	174
TABLE 9-16: Average Response Time Components, by Category	188
TABLE 9-17: 90th Percentiles for Response Time Components, by Category	189
TABLE 9-18: Average Response Time Components, by Zone and District	191
TABLE 9-19: Average and 90th Percentile Response Times, by Priority	192
TABLE 9-20: Call Type, by Category	194
TABLE 9-21: Reported Crime Rates in 2020 and 2021, by City	197
TABLE 9-22: Reported Roanoke, Virginia, and National Crime Rates, by Year	199
TABLE 9-23: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020	200
TABLE 9-24: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021	200

FIGURES

FIGURE 3-1: Reported Roanoke Violent and Property Crime Rates, by Year	16
FIGURE 3-2: Reported Roanoke and State Crime Rates, by Year.....	17
FIGURE 3-3: Roanoke Police Department Organizational Structure.....	25
FIGURE 5-1: Percentage Events per Day, by Initiator	64
FIGURE 5-2: Percentage Events per Day, by Category	65
FIGURE 5-3: Percentage Calls per Day, by Category	67
FIGURE 5-4: Calls per Day, by Initiator and Month.....	69
FIGURE 5-5: Calls per Day, by Category and Month.....	70
FIGURE 5-6: Primary Unit's Average Occupied Times, by Category and Initiator.....	72
FIGURE 5-7: Number of Responding Units, by Initiator and Category	74
FIGURE 5-8: Number of Responding Units, by Category, Community-initiated Calls	76
FIGURE 5-9: Percentage Calls and Work Hours, by Zone	78
FIGURE 5-10: Percentage Calls and Work Hours, by Category, Winter 2022.....	80
FIGURE 5-11: Percentage Calls and Work Hours, by Category, Summer 2022.....	82
FIGURE 5-12: Activities per Day, by Month.....	85
FIGURE 5-13: Activities per Day, by Day of Week	86
FIGURE 5-14: Activities per Day, by Hour of Day	87
FIGURE 5-15: Deployed Officers, Weekdays, Winter 2022.....	93
FIGURE 5-16: Deployed Officers, Weekends, Winter 2022.....	93
FIGURE 5-17: Deployed Officers, Weekdays, Summer 2022.....	94
FIGURE 5-18: Deployed Officers, Weekends, Summer 2022	94
FIGURE 5-19: Deployment and All Workload, Weekdays, Winter 2022.....	96
FIGURE 5-20: Deployment and All Workload, Weekends, Winter 2022	96
FIGURE 5-21: Deployment and All Workload, Weekdays, Summer 2022	97
FIGURE 5-22: Deployment and All Workload, Weekends, Summer 2022	97
FIGURE 5-23: Percentage of Workload, Weekdays, Winter 2022	99
FIGURE 5-24: Percentage of Workload, Weekends, Winter 2022	99
FIGURE 5-25: Percentage of Workload, Weekdays, Summer 2022	100
FIGURE 5-26: Percentage of Workload, Weekends, Summer 2022.....	100
FIGURE 9-1: Percentage Events per Day, by Initiator	149
FIGURE 9-2: Percentage Events per Day, by Category	150
FIGURE 9-3: Percentage Calls per Day, by Category	152
FIGURE 9-4: Calls per Day, by Initiator and Month.....	154
FIGURE 9-5: Calls per Day, by Category and Month.....	155
FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator.....	157
FIGURE 9-7: Number of Responding Units, by Initiator and Category	159
FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls	161
FIGURE 9-9: Percentage Calls and Work Hours, by Zone	163
FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2022.....	165

FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2022.....	167
FIGURE 9-12: Activities per Day, by Month.....	171
FIGURE 9-13: Activities per Day, by Day of Week	172
FIGURE 9-14: Activities per Day, by Hour of Day	173
FIGURE 9-15: Deployed Officers, Weekdays, Winter 2022.....	176
FIGURE 9-16: Deployed Officers, Weekends, Winter 2022.....	176
FIGURE 9-17: Deployed Officers, Weekdays, Summer 2022.....	177
FIGURE 9-18: Deployed Officers, Weekends, Summer 2022	177
FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2022.....	179
FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2022	179
FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2022	180
FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2022	180
FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2022	182
FIGURE 9-24: Percentage of Workload, Weekends, Winter 2022	182
FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2022	183
FIGURE 9-26: Percentage of Workload, Weekends, Summer 2022.....	183
FIGURE 9-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022	186
FIGURE 9-28: Average Response Time by Category, Winter 2022	187
FIGURE 9-29: Average Response Time by Category, Summer 2022	187
FIGURE 9-30: Average Response Time Components, by Zone.....	190
FIGURE 9-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour	193
FIGURE 9-32: Reported Roanoke Violent and Property Crime Rates, by Year	198
FIGURE 9-33: Reported City and State Crime Rates, by Year.....	198

SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Roanoke Police Department (RPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study are identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations as well as engagement with key community stakeholders.

Based upon CPSM's detailed assessment of the Roanoke Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Through this report, we will strive to allow the reader to take a look inside the department to understand its strengths and its challenges. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, we offer general observations that we believe identify some of the more significant issues facing the department. Additionally, we also list key recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the enhancement of existing department functions, others may require a paradigm shift for the department. Oftentimes these types of recommendations require a substantial financial commitment on the part of a jurisdiction. In the case of the Roanoke Police Department, some recommendations may be accomplished by a realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the Roanoke Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan for the city and department. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. While all of the recommendations are important, we suggest the Roanoke Police Department, in conjunction with other city departments, the city council, the city manager, and members of the community, decide which recommendations should take priority for implementation.

GENERAL OBSERVATIONS

The Roanoke Police Department is a professional law enforcement organization that strives to provide a high level of service for the community it polices. It is an organization of employees, both sworn and civilian, who are committed to their department and to their community.

We found that leadership in the organization is aware of the changing and challenging nature of policing in today's environment and are carefully and thoughtfully navigating the organization toward industry best practices. RPD is by all accounts a forward-thinking organization. However, the organization is struggling with challenges related to employee retention and recruitment.

From the outside looking in, RPD is doing a very good job and doing business in a modern way. However, we found employees who appeared dissatisfied with the current environment of RPD; this gave the impression that although things look good from the outside the internal workings of the department need improvement. Specifically, we observed that division exists within the leadership of the department; as well, internal communication and trust in is need of improvement.

RPD is well structured and although the department is struggling to return to full staffing it does not appear that the workload of the agency is too burdensome on the remaining employees. To the agency's credit it has minimized staffing within specialized units versus cutting the core services of the department. However, due to this strategy, specialized directed patrols to address crime proactively have been diminished. This has also created issues with employees who have had other career opportunities minimized even as they have continued to support the core functions of patrol and investigations.

As noted previously, key specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operational effectiveness of the Roanoke Police Department. The goals of the recommendations are to ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of Roanoke, Virginia.

CPSM staff would like to thank Chief of Police Sam Roman, Deputy Chief Jerome Stokes, and the entire staff of the Roanoke Police Department for their gracious cooperation and assistance in completing this project.

§ § §

KEY RECOMMENDATIONS

Section 3. Department Overview and Administration

Strategic Plan

(See p. 20.)

1. CPSM recommends the Roanoke Police Department redefine its strategic plan development and involve a broad cross-section of the department in the development of its next Strategic Plan (2023–2026).

Succession Planning

(See p. 21.)

2. CPSM recommends the Roanoke Police Department establish a documented succession plan.

Accreditation

(See pp. 21-23.)

3. Continue to strive to reach the goals of the Commission on Accreditation of Law Enforcement Agencies (CALEA).
4. Explore the utilization of Power DMS in the management of the accreditation process to facilitate updates.
5. Develop a communication protocol to explain the significance, value, and process of the department's participation in the CALEA accreditation program to all officers.
6. Ensure that the policies created in support of the accreditation process are followed by all members of the department.

Policy Manual

(See pp. 23-24.)

7. CPSM recommends that RPD evaluate the use of a policy subscription service.

Department Leadership

(See pp. 24-28.)

8. CPSM recommends RPD leadership engage in a team-building workshop series.

Meetings

(See pp. 28-29.)

9. CPSM recommends the Roanoke Police Department reestablish a regular meeting schedule among managers.

Crime Analysis

(See pp. 30-31.)

10. CPSM recommends that RPD revamp its crime intelligence meetings and develop actionable goals and objectives in each meeting for patrol and investigative teams.

Professional Standards

(See pp. 31-35.)

11. CPSM recommends RPD include internally generated IA investigations in its published annual report on citizen complaints.

12. CPSM recommends RPD reevaluate the use of digital storage in IA Pro and discontinue the physical file of PSU investigations.

Public Information

(See pp. 35-37.)

13. CPSM recommends RPD consider reclassifying the crime prevention specialist position into a public relations specialist job classification.
14. CPSM recommends RPD create a team of employees as an ancillary assignment to be involved in its community affairs and social media engagement.
15. CPSM recommends RPD create a notification and media engagement matrix that empowers other employees at RPD to engage the media.
16. CPSM recommends RPD offer media and public relations training to its supervisory and management level employees.
17. CPSM recommends RPD establish a rotating PIO schedule with after-hours responsibilities.

Section 4. Services Division

Training Academy

(See pp. 38-40.)

18. CPSM recommends that a Basic Course Management Guide be developed to solidify academy management, basic course instruction, instructional management, testing requirements, and DCJS regulations.
19. It is recommended that an Academy staff manual be created to facilitate the onboarding process for new instructors and facilitate any transition of the Academy director position in the future.
20. It is recommended that the Academy Student Handbook be updated to include the mission, vision, and values of the Roanoke Police Department.
21. CPSM recommends exploring an affiliation with a local community college to provide recruits who successfully complete the Training Academy with the option to earn credits toward a college degree.

Training Coordinator

(See pp. 40-41.)

22. It is recommended that the role of the Training Coordinator be expanded to include the review of available training in and outside of the department.
23. CPSM recommends that Operational Directive 33.1A, Training, be followed.
24. CPSM recommends that the Training Committee convene to conduct a comprehensive training assessment and review all training needs for officers, supervisors, command staff, subject matter expert ancillary functions, the impact of training on deployment, and training schedules.
25. It is recommended that the department formalize a Master Training Calendar that extends the training cycle to 12 months and includes functional training opportunities for newly promoted sergeants, lieutenants, and captains.

Recruitment

(See pp. 41-44.)

26. It is recommended that the department work with the city to develop incentives for new hires to make Roanoke Police Department competitive in attracting police officers.

27. CPSM recommends that the department seek out private grants for funding to develop a comprehensive advertising campaign leveraging all forms of relevant media to target its desired audience(s) and be able to direct them to a department recruitment landing web page.
28. CPSM recommends that a creative concept marketing campaign be developed to attract and hire attract more diversity in the department.
29. It is recommended that lateral police officers be included in the action plan for recruitment.
30. CPSM recommends that the department focus some recruiting effort on criminal justice majors at Virginia colleges and universities that have a high Black student population.
31. It is recommended that a social media app such as "InterviewNow" be considered so as to meet the expectations of technology-savvy generations.
32. CPSM recommends that the physical obstacle course be evaluated and revised to reflect basic physical strength requirements needed to fulfill the essential job functions of a police officer, and that advanced requirements such as firearms manipulations and tactical elements be eliminated.
33. It is recommended that a third-party vendor be considered to administer the police officer entry-level testing process in order to reduce the burden on employees and also to reduce costs.

Background Investigations

(see p. 44.)

34. It is recommended that the part-time vacancy be filled by hiring a retired police professional to ensure all applicant background investigations continue to be conducted expeditiously.
35. It is recommended that applicable laws, civil service regulations, and department policies be reviewed and updated to ensure unnecessary exclusion of talented job applicants.

Body-worn Cameras

(See pp. 44-46.)

36. CPSM recommends RPD institute random auditing of BWC footage.
37. CPSM recommends the RPD provide all sergeants in the department the means to view BWC video.
38. CPSM recommends RPD evaluate the inventory of BWCs and explore the feasibility of issuing cameras to all patrol officers.

Records Unit

(See pp. 47-58.)

39. CPSM recommends RPD leadership carefully review the transition of new RMS software systems at regular command staff meetings to ensure milestones are reached.
40. CPSM recommends RPD hire for the vacancies in Records and use a cross-training concept to help alleviate the level of required front counter hours, tasks, and data inputting.
41. CPSM recommends RPD carefully evaluate the pay grade levels and consider the career enhancement point (CEP) system for professional staff. The approach to increasing skillsets while ensuring retention will reduce the future need for ongoing recruitment.
42. CPSM recommends the Records Unit track FOIA requests related to court discovery separate from requests for evidence and documents related to body-worn cameras, police reports,

audio, and digital evidence. This will assist the RPD in determining workload related to criminal court requests separate from the public FOIA requests.

43. CPSM recommends RPD increase training and skill levels among new Records staff. RPD should establish an in-house training system to meet mandated training requirements for all new Records personnel using a matrix for specific in-house training and learning records processes.
44. CPSM recommends that Records management and supervisors use national organization membership to participate in webinars and learn contemporary methods that may help solve current and future challenges. As an example, the National Association of Government Archives and Records Administration (NAGARA) offers membership, training, conferences, and webinars for federal, state, and municipal records management staff and frontline professionals.
45. CPSM recommends the use of per-diem and volunteer personnel for front counter duties and other types of clerical work as defined by the Records management team. This approach will reduce workload demands and allow technicians to learn other critical duties.
46. It is recommended RPD encourage more online reporting through social media outreach, local news reporting, and website messaging.
47. CPSM recommends RPD evaluate the current online reporting system and search for a more efficient vendor (similar to a Lexus/Nexus system).
48. CPSM recommends RPD conduct yearly assessments of the workflow and responsibilities associated with FOIA requests as additional demands and laws emerge related to the release of police records.
49. CPSM recommends RPD continue to address the issue of FOIA backlogs with the use of extra shifts in Traffic and Records as well as consider using retired (part-time) staffing to help with processing and document preparation.
50. CPSM recommends that RPD research and evaluate the implementation of industry standard software to help with the tracking, organization, and managing of FOIA responses. This will greatly assist the staff in processing FOIA requests.
51. Based on this year's audit report by the Municipal Auditing Department, CPSM recommends RPD ensure that the backlog of FOIA cases is improved by the six-month objective stated in the January 23rd, 2023, report.
52. It is recommended that RPD develop a transition plan from UCR crime reporting to NIBRS in 2023. CPSM recommends RPD leadership carefully review the transition of new RMS software systems at regular command staff meetings to ensure milestones are reached.

Section 5. Uniformed Operations

Patrol

(See pp. 59-103.)

53. CPSM recommends that Patrol be increased to its authorized complement of four lieutenants, sixteen sergeants, and 100 patrol officers per Operational Directive 41.1.1, Patrol Plan.
54. CPSM recommends that the department update all policies related to patrol operations.

55. It is recommended that Patrol minimums be evaluated on a regular basis using a workload analysis every six months and which considers deployment needs by hour of the day and day of the week.
56. CPSM recommends that the department re-evaluate having all its Patrol lieutenants be off on the same day, which causes a gap in 24/7 coverage by lieutenants.
57. CPSM recommends that the department explore the creation of civilian employee positions that can be used to mitigate the patrol workload and handle other areas of responsibility throughout the department, especially in the Patrol Division.
58. CPSM recommends that the management team meet with frontline supervisors to establish measurable goals to address crime reduction, community engagement, etc., and which should be clearly communicated to the entire department.
59. It is recommended that a daily field activity report be created to account for officers' activities and time.
60. CPSM recommends that the department re-evaluate the number of specialized units to consider consolidating duties and be able to reassign some of those officers to patrol to fill vacancies.
61. CPSM recommends the department consider re-evaluating the district boundaries and the number of districts necessary to effectively distribute the patrol workload and still provide a robust level of service.
62. Consideration should be given to creating a rotational policy for platoon and district assignments. This would allow officers an opportunity to work in different areas of the city and reduce burnout.
63. CPSM recommends that the duties of the shift commander be evaluated for accountability for all operational needs and shift situational awareness. Consideration should be given to developing a system to know what unit (specialized) activities and investigative field operations are being conducted daily.
64. CPSM recommends that the lieutenant shift commander position be focused on operational management of field activities and that administrative work be secondary.
65. It is recommended that the department develop a central operations center for the daily management of patrol and field operations.
66. It is recommended that the department consider giving the shift commander the ability to temporarily activate specialized units to handle calls for service during busy time periods so as to reduce saturation index levels.
67. CPSM recommends that a sergeant daily field report be created to assist in accountability and pass along information on significant incidents occurring in prior days.
68. CPSM recommends RPD reconsider its deployment strategy of less lethal force options in patrol operations.
69. CPSM recommends RPD purchase ECDs for all uniformed personnel.

Community Engagement Unit

(See pp. 103-105.)

70. It is recommended that a comprehensive community policing strategic plan be created.

71. CPSM recommends that the assessment of the Community Engagement Unit include consideration for consolidating the traffic and community engagement units to handle both traffic and community complaints.
72. Establish one unit with one sergeant and four police officers assigned by quadrants.
73. Establish and update department policies related to the operational guidelines of the Community Engagement Unit.
74. Introduce the vision and mission of the Community Engagement Unit to the rest of the department with an educational campaign.
75. Establish a subject matter expert in community problem-solving in a train-the-trainer format to provide in-house training to the entire department on community policing and Scan, Analysis, Response, and Assessment (SARA) projects.
76. CPSM recommends that all problem-solving efforts include all areas of the department in a coordinated effort led by one point of contact responsible to develop, implement, and follow-up on action plans for accountability.
77. It is recommended that a tracking system be developed to intake and monitor the progress of all citizen complaints received and that includes dates, times, and final dispositions.

School Resource Officers

(See pp. 105-106.)

78. CPSM recommends that school resource officers share any intelligence learned from their participation in the state Intelligence program with patrol operations in a formalized process and on a regular basis.
79. The Roanoke Police Department School Resource Program should continue to collaborate with the school district to have them participate in student educational programs like "GREAT" and "DARE."
80. CPSM recommends that a School Resource Program Guidebook be established to solidify the program's expectations, operations, and protocols, including for critical incidents.
81. Grant funding should be sought out to purchase medical kits for the SROs.

Animal Protection and Services

(See pp. 106-107.)

82. CPSM recommends that Operational Directive 41.4.2, Animal Control, be reviewed and updated.
83. It is recommended that animal calls for services be audited to determine if an adjustment to the animal wardens' work schedule should be made to accommodate weekend shifts on a rotating basis.
84. CPSM recommends that the animal wardens develop a strategic plan to address the reduction of patrol resources responding to animal-related calls for service.
85. It is recommended that the animal wardens be reorganized into patrol operations for accountability and direct supervision.
86. Assess whether to contract out animal protection and services.

Traffic Unit

(See pp. 107-108.)

87. CPSM would recommend that all policies and the department doctrine be updated to reflect the status and operational functions of the Traffic Enforcement Unit.

88. Consideration should be given to combining the traffic unit and the community engagement unit to make one unit to address community crime, quality-of-life issues, and traffic-related complaints. The combined unit should consist of one sergeant and four officers.
89. CPSM would recommend that each officer within the combined unit of the Community Resource Bureau be assigned a quadrant to facilitate workflow management and be cross-trained in assisting and informing patrol on traffic-related complaints and hot-spots.
90. As the Community Engagement Units are assessed for the best use of resources, a strategic plan should be developed to encompass best practices and training in community problem-solving models such as Scan, Analysis, Response, and Assessment (SARA).
91. Consideration should be given to utilizing motorcycle-certified officers at minimum in monthly traffic enforcement task forces to address specific and mission-directed enforcement in the top traffic problem areas.

Planning and Incident Management

(See pp. 108-109.)

92. It is recommended that the policies related to planning and incident management be updated to reflect their status.
93. It is recommended that ICS training be provided to all supervisory level personnel including the command staff.
94. It is recommended that the ICS forms and Event Action Plans continue to be used to track resources, equipment, and personnel.

Community Mitigation and Volunteers

(See pp. 109-111.)

95. CPSM recommends that an assistant CMVC position be created to keep the continuity of the program in the absence of the coordinator.
96. It is recommended that the department develop a collaboration with local colleges and universities to create intern opportunities to assist the program.
97. It is recommended that the program use sworn police officers as mentors and volunteers.
98. CPSM recommends that the RESET programs be visited by sworn officers at all levels to create meaningful positive interactions.
99. It is recommended that the department consider including the CMVR logistical needs in its annual budget for things not covered by the grant.
100. It is recommended that the department educate all sworn and civilian staff on the program and how it impacts crime reduction efforts and building meaningful partnerships with the community.

Canine Program

(See pp. 111-112.)

101. CPSM recommends the department develop a foundational program in support of the canine program to assist in obtaining non-budgetary items for the unit.
102. CPSM recommends that supervisors assigned to the canine unit maintain a supervisor role and not one of a line operator in order to reduce liability and maintain command and control.

Section 6. Investigations

Criminal Investigations Bureau

(See pp. 113-128.)

- 103.CPSM recommends that RPD revise its organizational chart to reflect the current operational units of CIB and eliminate units that are non-operational due to lack of personnel.
- 104.CPSM recommends RPD develop a section manual to encourage development of detectives through such resources as templates for report writing and search warrants.
- 105.CPSM recommends RPD adopt a transfer practice, guided by policy, for a rotation schedule for every specialized assignment, including a staff approval process for extended rotations as necessary.
- 106.It is recommended RPD identify detective positions that would allow officers to rotate in for a period of one to three years to gain investigative experience in a shorter duration assignment.
- 107.CPSM recommends the development of a training matrix listing required/desired training for each established unit within the CIB. The training matrix should define the mandatory training for new detectives and a minimum yearly number of hours for each detective to achieve.
- 108.It is recommended that RPD develop a special operations and search warrant database, tracking all search warrants served as well as all special operations conducted by CIB versus those served by the TRT Unit.
- 109.CPSM recommends RPD require all detectives to wear the BWC on their work attire during all work hours. This approach should be included in policy and will increase public trust and internal accountability for all RPD personnel.
- 110.CPSM recommends RPD assign new officers while on FTO status to CIB for two to four weeks so they can learn firsthand what investigators need and why they need it.
- 111.CPSM recommends RPD use part-time detectives to examine unsolved murders and begin to prioritize these investigations.
- 112.CPSM recommends RPD revise its CompStat meeting model so that crime analysis facilitates the meeting but charges the operational lieutenants to lead the discussion on strategies. Command staff's role should be to ask probing questions.
- 113.Based on the current successful efforts and the RPD's approach to CompStat as a best practice model, CPSM recommends RPD continue with its violent crime reduction strategies.
- 114.CPSM recommends RPD increase its detective roster by filling the current vacancies and use part-time retired detectives to work lower grade crimes to help manage the CIB workload.

Evidence Technician Unit

(See pp. 128-131.)

- 115.CPSM recommends RPD develop a call-out tracking method, noting the number of callouts after-hours and the type of event.
- 116.It is highly recommended RPD use the Virginia State Police model for training all Evidence Technician Unit personnel. The Virginia State Department of Forensic Science offers membership, with access to resources on procedures, policies, and training manuals. Many of the manuals and sample policies are offered on its website for download and use.
- 117.It is recommended that RPD develop an evidence technician reference manual to ensure that RPD meets or exceeds all national and state law requirements as well as follows best practice methods for court proceedings.

- 118. CPMSM recommends the Evidence Technician Unit identify national and state accreditations processes and develop a plan to achieve those accreditations as soon as practical.
- 119. CPMSM recommends the Evidence Technician Unit maintain detailed records of responses, callouts, cases assigned, and workload to better identify trends and needs related to personnel and equipment.
- 120. CPMSM recommends the Evidence Technician Unit establish a section “how-to” manual with references and a training matrix for ETU personnel.
- 121. CPMSM recommends that RPD consider a multiyear plan to transition from sworn to professional staff in the ETU, including the conversion of the police sergeant position to a civilian supervisor.

Property & Evidence Unit

(See pp. 131-136.)

- 122. CPMSM recommends all property & evidence custodians become formal members of the IAPE and use the organization's resources to continue to update and expand the section's property manual.
- 123. Although RPD is guided by the operational procedure manual and CALEA standards, CPMSM recommends a section manual as a guidebook and reference manual for professional development.
- 124. CPMSM recommends RPD evaluate the use of professional (civilian) Property & Evidence staff to replace the sworn officer positions now assigned to the P&E Unit.
- 125. CPMSM recommends RPD develop a formal system to ensure the property custodians are annually trained in critical topical areas and adequately document the training. This will ensure that industry standards will continually be sought to avoid potential problems.
- 126. It is recommended that the RPD continue to ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews.
- 127. CPMSM recommends RPD reduce on a continual basis the number of items stored in order to avoid future storage issues.
- 128. It is recommended that RPD begin to better inventory all property items checked out for court purposes or other reasons as well as track property that is disposed of so that a net number of items can regularly be inventoried.
- 129. CPMSM recommends the outline for regular audits and reviews be included in a section manual as reference material for P&E personnel.
- 130. CPMSM recommends that RPD develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report.
- 131. The final P&E recommendation for RPD is to strongly consider a temporary task force comprised of personnel to conduct a complete audit of the property room and dispose of unneeded items.

Section 7. Other Areas

Tactical Response Team & Crisis Negotiation Team

(See pp. 137-143.)

- 132. CPMSM recommends the backfilling of TRT vacancies as soon as practical to reduce liability exposure, to continue to exceed NTOA recommendations, and to safeguard tactical emergency responses.

133. CPSM recommends TRT provide ongoing protocol training on tactical chain of command and decision-making while also evaluating the value of team members promoting and remaining on TRT.
134. It is recommended that TRT build-out the team with a tactically trained fire paramedic and also train TRT members as team medics.
135. CPSM recommends TRT ensure that dignitary protection is part of its annual tactical training and is included in the after-action training memorandums.
136. CPSM recommends that TRT develop an Excel database to closely track the types of arrest operations and the tactics used during each event.
137. It is recommended the TRT equipment be repaired as soon as practical to ensure the availability of tactical equipment during critical incidents, possibly preventing an incident to escalate.
138. It is recommended that the TRT develop a training matrix as recommended by the NTOA and IACP for inclusion into the TRT section manual.
139. CPSM recommends TRT follow NTOA standards to ensure best practices for a Tier II SWAT Unit.
140. CPSM recommends the TRT's SOP manual be reviewed and updated annually to meet current law and best practices, and that it identify and train subject matter experts as internal instructors for professional development.
141. CPSM recommends that RPD provide 24/7 video camera security in the tactical bay area to ensure safety and security of all weapons.
142. CPMS strongly recommends RPD develop quarterly training with all crisis negotiation members and include training scenarios that are CNT-centric. These events should be included in the monthly training memorandums for department personnel records.
143. CPSM recommends that RPD continue to ensure the use of BWC devices to include regular review of officer video and to ensure officer actions are consistent with police reports and other internal reporting mechanisms.

Dispatch

(See pp. 143-144.)

144. CPSM recommends that RPD and the Roanoke communications center develop a mechanism whereby the department determines response protocols, including call mitigation when necessary. (Recommendation No. 144.)

Facility

(See pp. 144-145.)

145. CPSM recommends RPD and the City of Roanoke explore solutions to secure the rear parking area of the police station.

§ § §

SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Roanoke Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of sworn and civilian employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Roanoke Police Department. Information on department planning, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls and video meetings were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol; investigations; support services such as records, communications, property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a “participant observation” perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

Roanoke, Virginia, is the largest city in Southwest Virginia. Originally established as the Town of Big Lick in 1874, it was renamed Roanoke in 1882. Since that time, it has grown into the economic hub for most of Southwest Virginia and parts of southern West Virginia. Although the City of Roanoke is located within the boundaries of Roanoke County, the City of Roanoke is not part of the county. Roanoke, sometimes called “Star City” is also the largest city located within the Blue Ridge Mountains

The city, according to current Census data, has a population of 97,847. It covers an area of 42.9 square miles. The Roanoke River runs through the city and the residents enjoy what is described as a humid sub-tropical climate with four distinct yet reasonably mild seasons.

Roanoke has a “weak” mayor / city manager form of government, which means the city manager is responsible for the day-to-day business of city government and has the authority to hire and fire city employees. The City Council has six members plus a Mayor, all elected at-large within the community.

According to current Census data, the city's demographic makeup is as follows: 60.1 percent White, 29.3 percent Black, 0.2 percent Native American, 3.2 percent Asian, 6.6 percent Hispanic, and 6 percent “two or more races.” Education levels in Roanoke are as follows; 88.3 percent of its citizens possess a high school diploma, while 26.8 percent have at least a bachelor's degree.

The owner-occupied housing rate is 51.9 percent for the city. The persons per household rate for the city is 2.29. The median household value is \$140,600 for the city, compared to \$295,500 statewide. The median household income is \$48,476 compared to \$80,615 statewide. Persons living in poverty make up 18.4 percent of the city's population, compared to 10.2 percent statewide. This comparison indicates that the city poverty rate is considerably higher than the state rates, while the household median income is significantly lower.

LAW ENFORCEMENT SERVICES

The Roanoke Police Department provides a full range of law enforcement services to the community and is considered a full-service police department. The department is divided into four divisions: Patrol, Investigations, Community Response, and Services. The department's chief of police acts as the head of the organization and is responsible for the management of the department. At the time of this report, Chief Sam Roman, who has served a majority of his sworn career with the Roanoke Police Department, was preparing to step aside and take another position within city government. His successor has not been named yet.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic makeup, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Roanoke measure against those of other Virginia jurisdictions of a similar size.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to enable comparison.

Data acquired by CPSM from the FBI for use in this reporting is the most currently available (2020 and 2021). As indicated in the following table, in 2020, the RPD reported a UCR Part I violent crime rate of 451 (indexed) and a property crime rate of 3,834 (indexed). In 2021, those numbers were 491 for violent crime and 3,795 for property crime. Compared to other Virginia cities of similar size, one can see that Roanoke has significantly above-average rates for both violent and property crimes. Roanoke also ranks higher than the national average. (Note that national data from 2021 may be unreliable due to the changeover from UCR to NIBRS; see note with table.)

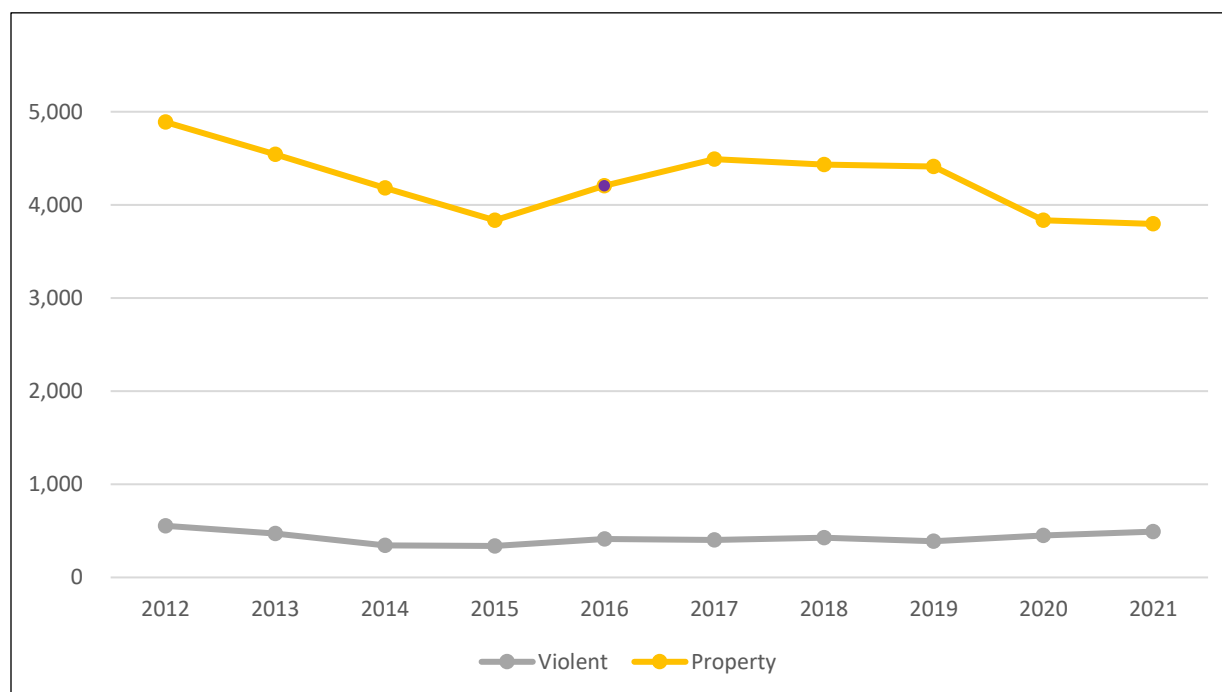
TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City

Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Alexandria	VA	161,525	183	1,729	1,912	158,675	224	1,773	1,997
Blacksburg	VA	44,422	65	698	763	44,074	84	624	708
Charlottesville*	VA	47,671	396	1,922	2,318	51,079	474	2,467	2,941
Christiansburg	VA	22,643	163	2,115	2,279	22,399	259	2,380	2,639
Danville*	VA	39,704	275	2,844	3,118	42,597	380	2,949	3,329
Hampton*	VA	134,082	266	2,490	2,756	136,581	289	2,552	2,842
Harrisonburg*	VA	53,442	219	1,518	1,736	55,220	230	1,490	1,720
Hopewell*	VA	22,498	369	2,018	2,387	22,322	336	1,904	2,240
Leesburg	VA	55,070	222	971	1,193	54,488	200	1,107	1,307
Lexington*	VA	7,487	120	614	735	7,294	41	754	795
Lynchburg*	VA	82,871	443	1,629	2,072	80,054	418	2,109	2,527
Manassas	VA	41,386	309	1,600	1,909	42,733	267	1,804	2,071
Martinsville*	VA	12,417	387	2,698	3,084	12,206	459	2,573	3,031
Newport News*	VA	178,896	626	2,039	2,665	178,662	652	1,980	2,631
Norfolk*	VA	242,516	636	2,718	3,354	242,488	739	3,199	3,938
Petersburg*	VA	31,195	632	2,587	3,218	30,212	755	2,403	3,158
Portsmouth*	VA	94,205	920	4,540	5,460	97,883	760	3,776	4,536
Richmond*	VA	233,350	349	2,921	3,270	234,928	374	2,736	3,110
Staunton*	VA	25,048	180	2,192	2,371	25,310	221	1,968	2,189
Suffolk	VA	92,881	394	1,846	2,241	96,130	496	1,806	2,302
Williamsburg*	VA	15,086	139	1,213	1,352	15,406	305	1,279	1,584
Winchester*	VA	28,279	255	2,072	2,327	27,827	284	2,433	2,717
Roanoke	VA	99,335	451	3,834	4,285	99,883	491	3,795	4,286
Virginia		8,655,608	215	1,488	1,703	8,640,726	229	1,479	1,708
National		331,449,281	399	1,958	2,357	**215,058,917	323	1,928	2,250

Note: According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned. *These cities are members of the [Virginia First Cities Coalition](#). **2021 national crime data covers 65 percent of the total population.

The following figure shows the trend in Part 1 crimes in Roanoke over the past ten years. It shows that the property crime rate has slightly declined by about 20 percent overall between 2012 and 2021. Roanoke's violent crime rate has remained relatively the same over that same period.

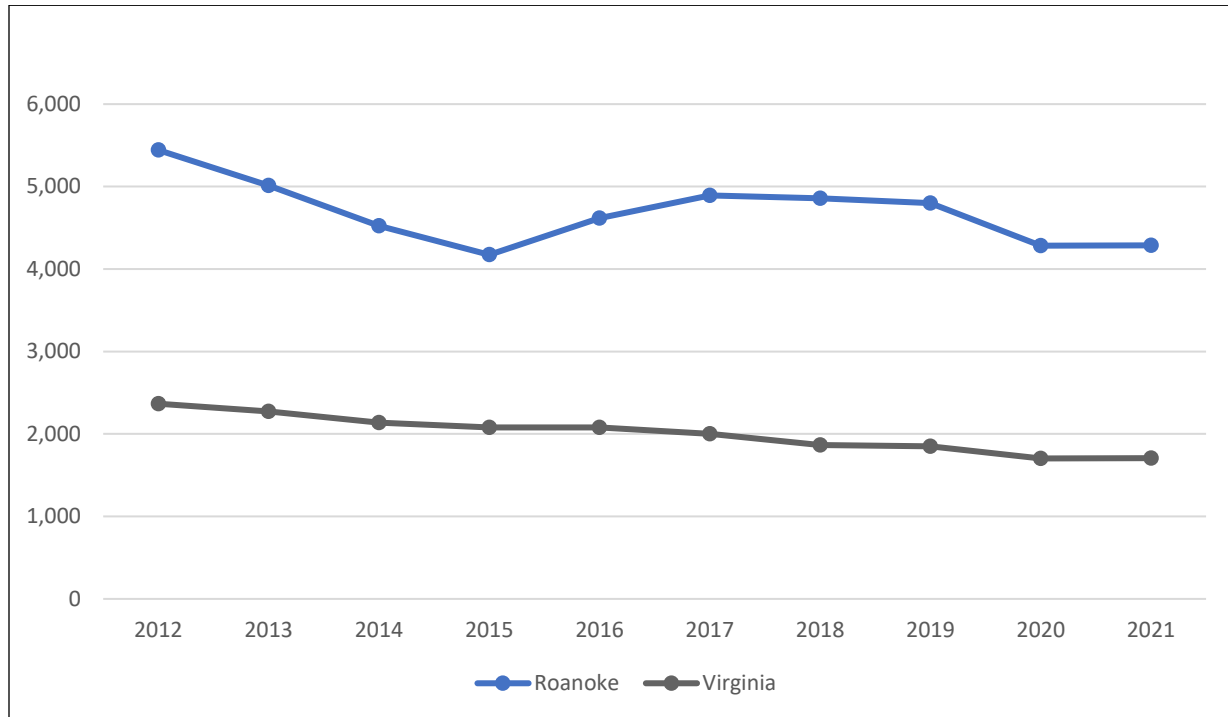
FIGURE 3-1: Reported Roanoke Violent and Property Crime Rates, by Year



The following figure compares combined violent and property crime rates for both Roanoke and the Commonwealth of Virginia for the period of 2012 through 2021. It shows that crime has declined for both Virginia and Roanoke. The figure also shows that change and fluctuation in crime has been more erratic in Roanoke while within the state the decline has been consistent but gradual.

§ § §

FIGURE 3-2: Reported Roanoke and State Crime Rates, by Year



§ § §

The following table compares the City of Roanoke crime rates to both the state and national rates year by year for the period 2012 through 2021. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-2: Reported Roanoke, Virginia, and National Crime Rates, by Year

Year	Roanoke				Virginia				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	97,780	554	4,889	5,443	8,193,139	191	2,176	2,367	319,697,368	377	2,758	3,135
2013	97,927	470	4,542	5,012	8,267,614	198	2,074	2,272	321,947,240	362	2,627	2,989
2014	98,941	344	4,180	4,524	8,333,504	198	1,940	2,138	324,699,246	357	2,464	2,821
2015	99,827	338	3,836	4,173	8,390,177	199	1,880	2,079	327,455,769	368	2,376	2,744
2016	99,978	413	4,204	4,617	8,420,092	219	1,860	2,080	329,308,297	383	2,353	2,736
2017	100,027	402	4,492	4,894	8,470,020	208	1,793	2,001	325,719,178	383	2,362	2,745
2018	100,042	427	4,432	4,859	8,517,685	200	1,666	1,866	327,167,434	369	2,200	2,568
2019	99,752	387	4,413	4,800	8,535,519	208	1,643	1,851	328,239,523	379	2,010	2,489
2020	99,335	451	3,834	4,285	8,655,608	215	1,488	1,703	331,449,281	399	1,958	2,357
2021	99,883	491	3,795	4,286	8,640,726	229	1,479	1,708	*215,058,917	323	1,928	2,250

Note: *According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned.

The following table compares Roanoke's crime clearance rates to the state and national averages in 2020 and 2021. These clearance rates are based upon the department's reporting to the UCR. Clearance rates will be discussed in greater detail later in this report.

TABLE 3-3: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	15	8	53%	534	343	64%	18,109	9,851	54%
Rape	40	4	10%	2,612	430	16%	110,095	33,689	31%
Robbery	92	35	38%	2,987	1,077	36%	209,643	60,377	29%
Aggravated Assault	313	130	42%	12,484	5,044	40%	799,678	371,051	46%
Burglary	407	39	10%	11,507	1,744	15%	898,176	125,745	14%
Larceny	3,116	570	18%	105,960	17,867	17%	4,004,124	604,623	15%
Vehicle Theft	366	45	12%	11,331	1,086	10%	727,045	89,427	12%

Note: *Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

TABLE 3-4: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	16	5	31%	570	309	54%	22,900	11,500	50%
Rape	93	14	15%	2,944	326	11%	144,300	16,500	11%
Robbery	72	21	29%	2,942	868	30%	202,200	48,800	24%
Aggravated Assault	309	126	41%	13,328	4,681	35%	943,800	297,500	32%
Burglary	475	41	9%	10,533	1,441	14%	899,700	107,200	12%
Larceny	2,945	272	9%	105,524	13,885	13%	4,627,000	508,900	11%
Vehicle Theft	371	45	12%	11,764	917	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report [The Transition to the National Incident-Based Reporting System \(NIBRS\): A Comparison of 2020 and 2021 NIBRS Estimates](#).

§ § §

STRATEGIC PLAN

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreements around intended outcomes / results, and adjust an organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it—with a focus on the future.

Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The Roanoke Police Department does have a strategic plan in place effective through 2023. RPD has employed a strategic plan for many years and updates it on a continual basis as part of its CALEA accreditation commitment.

A review of the current strategic plan revealed a well-thought-out document that addresses many of the current challenges we observed in the organization. The strategic issues identified and addressed in the document include:

- Centric and Data Driven Policing.
- Technological Support and Development.
- Personnel.
- Criminal Activity.

For each of these strategic issues identified by the department there are stated goals and objectives to appropriately address each area.

It is worth noting that CPSM has done assessments all over the United States and we often do not see current strategic plans in place for departments. Likewise, when we do see that a department has a strategic plan, it has been developed but then set aside, meaning it is not an active, living document guiding the organization and its strategic / financial decisions. Roanoke also cited that this the case in the organization. It is document that is not often referred to or considered an important management piece.

As noted earlier, RPD does have some internal dissension and which was on display during our site visit. It was voiced during employee engagements, both in group settings and during one-on-one interviews. We did not dive into the employee involvement in the development of the current strategic plan. However, we strongly encourage the department to engage a broad cross-section of employees with the RPD in the development of the next strategic plan.

Strategic Plan Recommendation:

- CPSM recommends the Roanoke Police Department redefine its strategic plan development and involve a broad cross-section of the department in the development of its next Strategic Plan (2023–2026). (Recommendation No. 1.)

≈ ≈ ≈

SUCCESSION PLANNING

Successfully managing the talent in an organization revolves around one overriding objective, and that is to assure smooth leadership transition and succession. In essence, this means finding the right people with the right skill set and experience to be future leaders. In the currently shifting and complex organizational environment, it is the new challenge facing existing top-line leaders. Finding and developing the best leaders in a law enforcement organization will become even more demanding as experienced baby boomers retire, as younger workers rise in the organization, and as the imperative grows to develop leadership talent as technology, culture, laws, and community perceptions evolve.

Succession planning is the process whereby an organization ensures that employees are recruited and developed to fill each key role within the organization. In this process, today's leaders must ensure that they never have a key role open for which another employee is not prepared. Succession planning involves recruiting superior employees; developing their knowledge, skills, and abilities; and preparing them for advancement or promotion into even more challenging roles in the organization.

It is our understanding that the City of Roanoke has a succession planning document that applies to city government but does not directly outline those efforts within the police department. We also observed that ongoing training was not lacking in the traditional sense; most employees told us that training in the department was generally good. However, we should note that employee feelings on this subject varied based on their assignment. There is greater opportunity for professional development for those employees in a specialty assignment versus those in patrol. Within the RPD Strategic Plan there is also a focus on employees; to show success within those listed objectives the department has highlighted training hours and executive level leadership development courses that management has attended.

All these efforts are good. However, we believe the department would benefit by creating a succession planning document. It is not accurate to describe succession planning as identifying select employees as future leaders but more generally a plan to provide a path to career success and advancement, a roadmap of what an employee should do to best prepare themselves for leadership in the department if that is their career goal. The document should also outline mandatory, desirable, and optional training for each rank and position in the department.

Succession Planning Recommendation

- CPSM recommends the Roanoke Police Department establish a documented succession plan. (Recommendation No. 2.)

≈ ≈ ≈

ACCREDITATION

In order to ensure policy is consistent with practice, law enforcement agencies across the country participate in accreditation programs, either through the National Commission on Accreditation of Law Enforcement Agencies (CALEA) or through a state law enforcement accreditation commission.

The Roanoke Police Department participates in the CALEA Advanced Law Enforcement Accreditation Program. This program provides agencies an opportunity to go beyond the implementation of basic best practices. Advanced Law Enforcement Accreditation is available

for agencies that have enough human and fiscal resources to consistently exceed basic service delivery. Advanced accreditation provides agencies with additional means to verify accountability to those expecting and relying upon the highest level of public safety services. The Advanced Law Enforcement Accreditation utilizes additional standards to further validate an agency's ongoing commitment to attaining the highest level of professionalism possible. These advanced standards can also provide agencies with additional reductions in exposure to risks associated with civil liability.

In the program there are 190 mandatory standards that must be met and the agency must comply with at least 80 percent of the applicable non-mandatory standards. The Roanoke Police Department has been participating in the CALEA Law Enforcement Accreditation program since 1994. The department consistently meets or exceeds the required standards and has been recognized and used by CALEA as a model program. RPD was awarded a 2021 Excellence Award for compliance.

Additionally, the RPD participates in the Public Safety Training Academy Accreditation Program, which is designed to provide administrative and operational support to contemporary organizations which have the responsibility for training public safety officials.

The program focuses on basic as well as advanced curriculums, with an emphasis on sound instructional techniques, facilities management, student safety, records integrity, and a host of other issues that promote the professional delivery of training within the public safety industry. There are 160 mandatory standards in the Public Safety Training Academy Accreditation program; RPD has participated in this program since 2000.

A sergeant oversees the accreditation process. He has been with the department for nine years and has been assigned to his current position for approximately six months. In addition, a civilian works as the Accreditation Manager and has been in his current position for seven years. He is a retired law enforcement lieutenant with nearly 30 years of experience.

The department completed its last accreditation review in both programs in 2021 and is currently in its second year of the new cycle of review. The department has established systems to ensure compliance and monitoring of the standards and is audited by CALEA by way of an online yearly review of 25 percent of the mandatory standards.

During the time of the CPSM assessment, the accreditation coordinator and manager had just attended the State of Virginia CALEA Agency Conference and were up to date on the required training associated with their positions.

The department has well-established systems of review and revision protocols for CALEA mandates and policies. However, it is currently exploring the use of PowerDMS to facilitate and track the revision and processes for a timelier result.

During CPSM's site visit, it was expressed that many officers did not fully understand the significance or the value of the department participating in the CALEA accreditation program. During several of the focus groups conducted by CPSM a recurrent theme was that personnel did not believe they were following the standards and policies set by CALEA, and that many policies had been created just to meet accreditation proofs.

The department is to be commended for its dedication to best practices and professionalism in policing. However, it must ensure that policies are kept updated, relevant, and followed by all members of the department.

Accreditation Recommendations:

- Continue to strive to reach the goals of the Commission on Accreditation of Law Enforcement Agencies (CALEA). (Recommendation No. 3.)
- Explore the utilization of Power DMS in the management of the accreditation process to facilitate updates. (Recommendation No. 4.)
- Develop a communication protocol to explain the significance, value, and process of the department's participation in the CALEA accreditation program to all officers. (Recommendation No. 5.)
- Ensure that the policies created in support of the accreditation process are followed by all members of the department. (Recommendation No. 6.)

≈ ≈ ≈

MISSION STATEMENT, VISION STATEMENT, VALUES, AND GOALS

Mission Statement

"The Roanoke Police Department is dedicated to providing honest, efficient, and effective law enforcement services. The protection of life, property, and civil liberties for all people in a fair and equitable manner shall be the Department's daily objective."

Department Vision

"We, the members of the Roanoke Police Department, will work openly in partnership with our community to foster an atmosphere of trust. While upholding the safeguards of the Constitution with integrity and dedication, we will create an environment safe from fear and crime for all people. As protectors of our community, we will never waver in our commitment to this vision."

Department Values

"We value Constitutional rights, responsive public service, courage in the face of adversity, integrity, personal growth and dedication and commitment to our community. We strive to accomplish this vision while affirming our Mission Statement."

Department Goals

The Roanoke Police Department has annual goals associated with its city budgeting process. Each "Budget Unit" in the department has annual goals established to justify its place within the city's budget. For instance, budget unit 3113 "Police – Patrol – School Resource Officer" established a goal that an officer will be present in their assigned school a certain percentage of time each budget year. All goals observed in the budget are measured for success each year.

Additionally, Operational Directive 2.2.3 outlines the RPD process of establishing Department Goals and Objectives. The policy outlines the purpose and the procedure to develop department goals.

DEPARTMENT POLICY MANUAL

The Roanoke Police Department maintains its own policy manual that is accessed through the Power DMS platform. There are a number of areas throughout this report where individual department policies (operational directives) are referenced. The policies we reviewed as part of this assessment are largely current and abide by current industry best practices. In discussing the

manual with department leadership, they pointed out that the CALEA certification process has a component that regularly reviews its policies. Because of this commitment the RPD has an FTE sergeant assigned to keeping the policy manual current and as of the time of this report was considering additional FTE positions to maintain the manual as well as other CALEA certification requirements.

There are a number of police departments throughout the United States, especially in the size category of RPD, which have elected to transition to a subscription service for police policy management. These services alleviate the labor component required of agencies to keep their own manual up to date and have teams of people doing the job for their clients. RPD has elected up this point to continue to keep its own manual and allocate the labor time necessary to maintain it. Current management staff was unsure as to history of this decision. It was believed that at some point in the past the department evaluated a subscription service but elected not to do it because of costs.

We would encourage the RPD to evaluate a subscription service again. Moving to an automated platform may save labor costs associated with the existing FTEs performing the tasks and may allow for some FTEs to transition to other needed vacancies within the agency. Additionally, it will alleviate the legal review process that is often required with policy revisions and development, since the subscription services will perform this for the agency. In addition, subscription services often have a training component built into the platform that can be used to test employee knowledge of existing policies and attest that they understand the context and use of policy in a variety of different circumstances. RPD may find this and other benefits more valuable than continuing to perform the task itself.

Policy Manual Recommendation:

- CPSM recommends that RPD evaluate the use of a policy subscription service. (Recommendation No. 7.)

≈ ≈ ≈

DEPARTMENT STRUCTURE AND LEADERSHIP

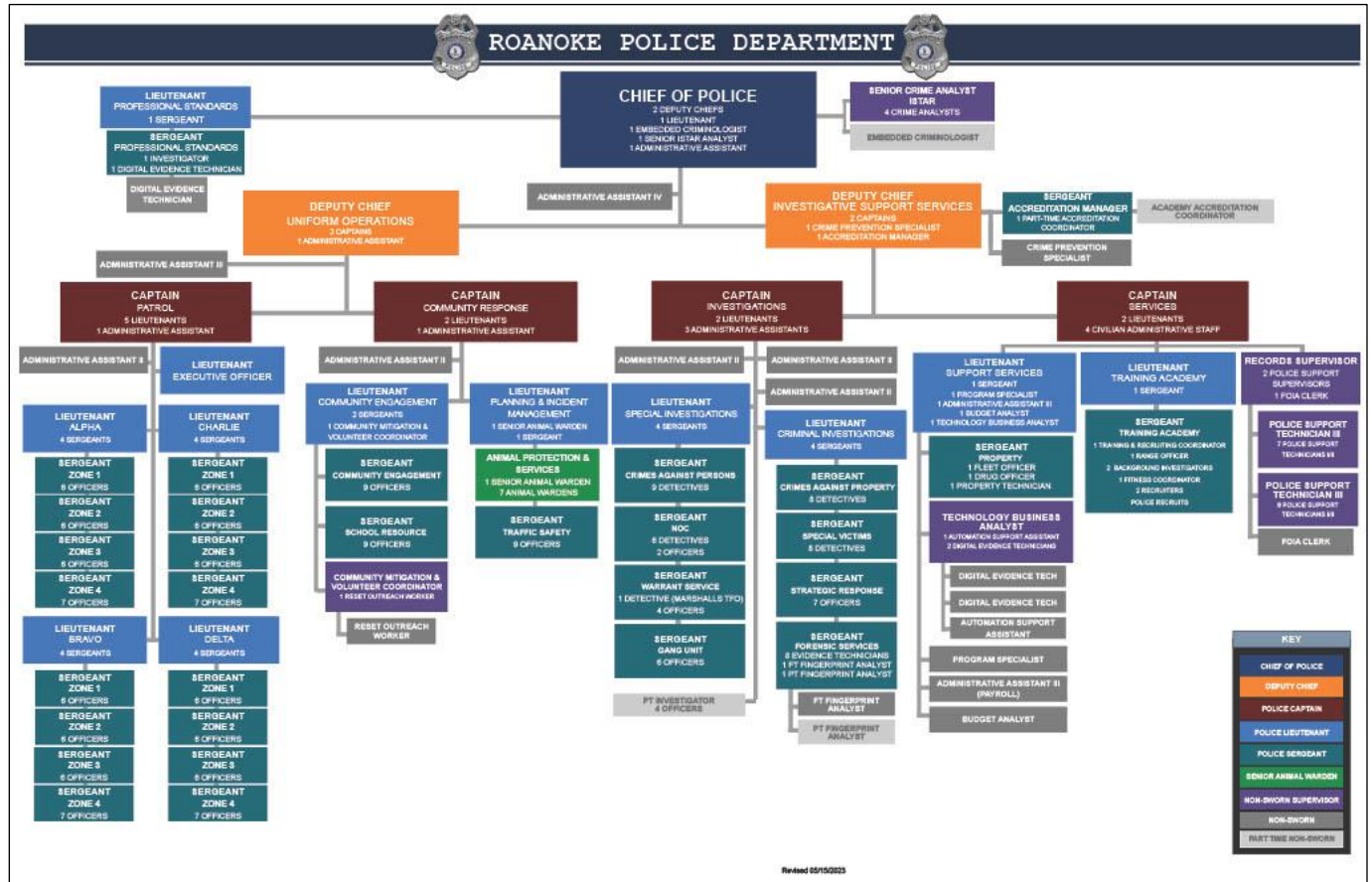
The Roanoke Police Department is led by the chief of police and assisted by two deputy chiefs that command Uniformed Operations and Investigative Support Services, respectively. Additionally, there are two individual units that report directly to the chief; these are the professional standards unit (internal affairs) and iStar (crime analysis).

The deputy chief of Uniformed Operations has two captains as direct reports, one commands Patrol and the other commands Community Response. The deputy chief of Investigative Support Services also has two captains as direct reports, one manages Investigations and the other manages Services.

The Roanoke Police Department structure is denoted in the following figure. This organizational chart outlines the department chain of command and lists all areas of responsibility.

§ § §

FIGURE 3-3: Roanoke Police Department Organizational Structure



§ § §

Roanoke Police Department Staffing Allocation

The following table shows the position title, number of authorized positions in the FY 22-23 budget, and the actual number of personnel in each position as of the time of this report.

TABLE 3-5: Current Staffing Allocation

Position Title	Authorized Positions FY 22-23	Actual Positions - May 2023	Vacancies
Police Chief	1	1	
Deputy Chief	2	2	
Captain	4	4	
Lieutenant	12	11	1
Sergeant	31	30	1
Police Officer	196	158	38
Police Officer Overfill Positions	17	0	17
School Resource Officer***	2	2	
Part-Time Detective***	1	1	
Administrative Assistant I II III	8	8	
Animal Warden	8	2	6
Police Technology Analyst	1	1	
Automation Assistant	1	1	
Digital Evidence Technician	3	3	
Budget Analyst	1	1	
Crime Analyst Supervisor	1	1	
Police Support Technician	18	15	3
Police Support Supervisor	1	1	
Crime Prevention Specialist	1	1	
Program Specialist	1	1	
Property and Evidence Technician	1	1	
FOIA Clerk	1	1	
AFIS Technician	1	1	
Community Mitigation Coordinator	1	1	
Domestic Violence Specialist*	1	1	
Hispanic Outreach Specialist*	1	1	
Accreditation Coordinator**	1	1	
Fingerprint Technician**	1	1	
Embedded Criminologist**	1	1	
Civilian Background Investigator**	1	1	
Sworn Totals	266	209	57
Civilian Totals	59	50	9

Notes: Staffing numbers as of May 2023. *Grant positions. **Temporary employees. ***Sworn temporary employees.

Throughout our interaction with department employees, we repeatedly heard concerns about the vacancies in the department and how current capacity is less than past department capabilities to respond to and manage crime issues in the community. We made inquiries with RPD management and received historical personnel data going back to 2013. We took the total staffing reported in December of each year and show that information in the following table.

Between 2013 and 2023 the use of and the number of authorized overfill positions has varied in the department. For clarification, the department has an authorized staffing number but is often allotted a certain number of 'overfill' positions that can be filled to ensure the department stays at authorized staffing. With the frequent turnover in police agencies and the time required to hire and train replacement officers some agencies will allow an overfill of positions to remain staffed. This is the case in Roanoke. For simplicity, we removed the overfill positions from the authorized positions. For the years in which the sworn vacancy rate is at zero, the department was both fully staffed and hired into its allotted overfill positions.

From 2020 to 2021 the department staffing dropped significantly. This time aligns with a period in the United States and abroad that saw public sentiment and support for law enforcement wane following a series of tragic incidents involving police officers and members of the African-American community. Many departments around the country reported a significant drop in their employment numbers and reported difficulty in recruiting new officers for a career in law enforcement. Roanoke appears to fall into this category.

TABLE 3-6: Roanoke PD Regular Staffing Allocation, 2013–2023

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Authorized Regular Sworn	256	244	247	250	250	251	248	246	246	246	246
Sworn Vacancies	7	0	0	0	0	1	0	0	45	36	38
Authorized Civilian	56	55	56	57	54	54	53	55	57	59	59
Civilian Vacancies	10	10	6	6	2	3	7	3	11	9	9

Although many agencies across the country have expressed frustration with the challenges in recruiting officers post-2020, we are now seeing that many agencies are starting to make progress on this issue and in many cases closing the vacancy gap. Roanoke appears to be an exception.

We were told that part of the issue was that Roanoke had become a training ground for officers that would get hired in Roanoke and soon transfer to another agency in Virginia. The reasons given for leaving are varied and range from compensation issues to the support officers felt they received from the city and the department leadership. Staff was quick to point out that this turnover did not occur very often in the past but is now a problem.

The reasons police officers may leave an agency are likely varied. Some officers may leave for the reasons stated above while others simply leave for personal reasons that are outside the control of the agency. Conducting an analysis of why every officer has left the agency is outside the scope of this assessment. Some solutions to closing the recruitment gap are covered later in this report.

However, as previously noted, there are morale issues that we observed in the Roanoke Police Department. There have been internal surveys done that were not sanctioned by the department where many employees expressed negative views of department leadership. It is not our role to determine the legitimacy of employee complaints against the city and the department leadership, but we know that communication was cited as being very poor in the department.

Leadership Team Building

We heard that there are trust issues that existed between various groups within the department and in some cases there is open dissension. From an observer standpoint we did not see the line of dissension as simply being line officers against management. Most of the dissension appears to be within the leadership of the agency (sergeants and up). Police captains are typically viewed as part of executive leadership within an organization. In RPD, it appears to us that captains were more aligned with the mid-management group (sergeants and lieutenants) versus the executive group (deputy chiefs and police chief). The fact that leadership is not on the same page is observable to the rank and file and many employees expressed that to us.

Additionally, the RPD has conducted annual staff inspections of the various units and patrol platoons. Within those annual reports, distrust and communication issues have been cited. It does not appear to us that department leadership has taken effective steps to address this concern.

Roanoke PD must address this issue. We suggest a leadership team-building effort that involves everyone from sergeants and up. The goal of this effort should be for leadership to work out its differences, agree on a shared vision for the future of RPD, establish leadership expectations, and return with a unified front to lead the organization. Primary among this leadership group's objectives should be to restore pride in the agency and to collectively improve morale starting with themselves.

We are under no illusions that this process by itself will solve the department's internal strife issues. It is our hope that this type of process will jump-start the process and provide an opportunity for the members of the department to reset their paradigm and commit to improving the overall condition and morale of the agency. Only then can the agency truly address the fact that some employees may be leaving the agency to escape a toxic work environment. The team-building exercise will also be an opportunity to address many of the recommendations that are outlined in this report, including the establishment of a new strategic plan.

Department Leadership Recommendation:

- CPSM recommends RPD leadership engage in a team-building workshop series. (Recommendation No. 8.)

≈ ≈ ≈

DEPARTMENT ADMINISTRATION

As seen in the department organizational chart, the RPD is led by the police chief, who has just five direct reports. The two deputy chiefs outlined earlier report directly to the chief, an administrative assistant is a direct report, and the department's crime analysis (iSTAR) function along with the department internal affairs function report directly to the chief.

Department Meetings / Communication

The police chief and deputy chiefs all work together on the same floor and meet with one another individually on a routine basis. Group meetings among this group are rare. In most agencies police captains are also included in the department's executive command staff and included in regular and ongoing meetings. However, we learned that in the RPD, meetings involving the captains with the chief are also rare. In fact, staff told us that months had elapsed since the last scheduled meeting. It appears the information that comes from the interaction and decisions at the chief / deputy chief level are individually passed on to the captains through regular one-on-one division meetings between the deputy chiefs and their respective commanders.

In theory this system might be adequate in a healthy chain of command system built on high trust. In the Roanoke PD that healthy system and organizational trust appears to be lacking. Senior management pointed this out and commented on a lack of communication as being a problem in the department. Although captains, lieutenants, and other supervisors meet weekly to discuss crime (covered below), they are not meeting to discuss department administrative matters in a collective manner.

We learned that a contentious relationship had developed among senior leadership. There are stories of verbal hostility, grievances, and even lawsuits filed by management members against the police chief and the city. We are not here to cast an opinion of who is at fault or to blame for the internal strife. However, even rank and file officers shared with us that it was common knowledge that certain members of management would work to undermine the police chief or other members of management. Based on our observations we concluded that normal interaction, including meetings, were avoided because of the organizational tension.

We want to point out that these problems and the history do not include everybody in management. There are many good relationships between individuals and because productive relationships still exist things get done.

Every police department has some degree of what we just described. But, in most cases those interpersonal histories are not openly shared with consultants doing an organizational assessment. In the case of RPD, it was openly shared with us and it is logical to connect these issues with some of the other problems the department needs to address.

Some degree of tension within a department leadership is healthy. There should be different perspectives and employees should be free to disagree with one another on matters that need to be addressed. But it is also true that management should have regular, open dialog and when decisions are made the collective front of management needs be in open agreement. This is critical to building a healthy organization with a strong work ethic and accountability. The rank and file in a police organization should never be exposed to high level undermining at the management level. In RPD, the line officers know this is happening. It should be addressed immediately,

In this report, we offer a solution to building the management team back up by engaging in organized team building. Throughout that process and into the future regular communication through the use of reoccurring meetings where the voice of all managers can be heard by the police chief should to be reestablished. None of our recommendations concerning meetings are meant to supplant the existing day-to-day chain of command interaction that occurs now.

Meetings Recommendation:

- CPSM recommends the Roanoke Police Department reestablish a regular meeting schedule among managers. (Recommendation No. 9.)
 - The police chief, deputy chiefs, high-level civilian leadership, and police captains should meet weekly.
 - The above group, along with mid-level managers (lieutenants and appropriate civilian leadership), should meet monthly.
 - All department sergeants should meet with senior leadership for both business and leadership training on a quarterly basis.

§ § §

Crime Analysis (iSTAR)

As the law enforcement profession evolved into the digital age police agencies began to use data internally generated to make informed decisions about police deployment, what crimes to target, who to target, and when to target a location. The evolution of this approach as police agencies refined it came to be known as data-driven policing; it is a strategy to use analytical information to identify ways to assist agencies in their crime-fighting efforts. The Roanoke Police Department was an early adopter of data driven policing and has refined its approach into its current form. Initiated over 20 years ago in the department, what started as a detective using push pins on a paper map to identify crime clusters has evolved into a robust program called iSTAR.

iSTAR (Intelligence, Statistics, Technology, Analysis, and Research), which is located on the department organizational as reporting directly to the police chief, is the team within RPD that carries out the function of analyzing service calls, internal data, and crime data to assist the department in effectively investigating and proactively mitigating crime. The unit is supervised by a senior crime analyst and is supported by four crime analysts and an embedded criminologist. This staffing model and level of investment is among the more robust programs we have observed in an agency the size of RPD. Of particular interest is the use of an "embedded criminologist," which is listed as a "temporary" position on the department personnel documents. This criminologist is a college professor and has been assisting RPD for more than 15 years in its efforts to use data to address crime issues in the community.

The iSTAR team uses a suite of technology software applications in its crime analysis work, including Microsoft Office, GIS Pro (ESRI program), and "I2" Analyst Notebook for link analysis work. Unit leadership is seeking to expand its capabilities by evaluating "shot spotter" technology along with a video camera feed fusion system. The unit assists both the uniform and investigative units of the department by producing a variety of generated reports as well as tailored reports to assist in specific investigations. The unit traditionally works regular business hours and during those hours the unit is available to assist in a real-time crime center manner to assist patrol in matters happening in the field as they are occurring.

The data-driven approach to policing can be evaluated in two ways. Much like the patrol function it can be either reactive or proactive. Reactive crime analysis is the ability to take what has occurred and apply technology tools to assist investigators in building successful criminal cases by linking a series of crimes, identifying possible suspects, and providing analysis work to support detectives. RPD reports its efforts in this area are very good; iSTAR analysts work with investigators daily and have countless success stories to show for its efforts.

Proactively using data to drive deployment with the goal of preventing crime is a more challenging task. The approach of using data to understand crime trends and interpreting data to be predictive of where future crime may occur, thereby driving deployment to prevent that crime, is difficult to do. It is also difficult to get organizational buy-in from all members of the department and difficult to measure to determine effectiveness. Most police departments use most of their uniformed staffing to respond to calls, so carving out specific officers to address something that may or may not happen is a hard sell in an organization.

Many departments, including RPD use a process often referred to as "CompStat" to ensure data is at the forefront of its policing strategy. In the RPD, CompStat meetings are held weekly and attended by a large group of managers and some supervisors. CPSM had the opportunity to attend a meeting while we were on-site. The following are observations that our team made during that meeting:

- The senior crime analyst prepares all material for the meeting and makes the presentation to the department members. This person did a majority of the talking during the meeting.
- Manager and supervisor engagement was limited. Many managers did not appear to be engaged at all. Of the ones that did engage they were typically called upon to offer information.
- There were no "area commanders" responsible for geographic locations in the city. There were managers and supervisors that were responsible for teams of officers that would engage and offer information based on patrol intelligence gathered or patrol efforts. Additionally, investigative commanders offered some investigative insight into select crimes that were discussed. However, there was no geographic ownership observed.
- There were many times when the crime analyst asked for group input or for a decision from the group and there was little to no feedback from leaders in the organization.

We understand that we only observed one meeting and our observations could have been an anomaly. However, some employees expressed their frustration that what we observed was the norm. We sensed that much of the content was the group simply going through the motions, if this is in fact true we believe the department is missing an opportunity.

Crime Analysis Recommendation:

- CPSM recommends that RPD revamp its crime intelligence meetings and develop actionable goals and objectives in each meeting for patrol and investigative teams. (Recommendation No. 10.)

≈ ≈ ≈

We believe RPD has a strong foundation and capacity in place to use data more effectively. Although the data analyst that led the meeting appears to be doing a good job and is knowledgeable of his job and systems' capabilities, there needs to be ownership exhibited by the sworn members in the room. The fact that so many people were in the room could be a positive if all were engaged. However, there was little if any responsibility assigned to many of the managers. It is worth noting that RPD does not have management watch commander coverage during part of the weekend because the schedule of those commanders is adjusted so they are present for the crime meeting.

The department should form a committee of senior managers and develop a more robust version of the crime meeting. Enhance areas that are needed and discard info that is not used. Areas of responsibility should be established, and those managers should be engaged in the presentation itself with crime analyst still being engaged but also present for support. Senior leadership including the police chief should use the meetings to ensure the chain of command is engaged and accountable for not only the content being presented but also for results. Building in a system of accountability should allow the department to reap the benefits of the program it has created while enhancing its proactive use of the technology.

Professional Standards

The Professional Standards unit for the Roanoke Police Department reports directly to the Chief of Police. The unit is staffed by one lieutenant, one sergeant, and one digital evidence technician. There is also an authorized investigator position that has been left vacant for several months. The unit is tasked with receiving all complaints of misconduct leveled against Roanoke police employees and investigating those complaints.

- *RPD Operational Directive 52.1.1 states that all complaints and allegations of improper conduct against the agency or its employees, including anonymous complaints, be investigated and specifies:*
 - *The type of complaint be investigated by line-level supervisors.*
 - *The type of complaint that requires an investigation by the Office of Professional Standards.*
- *The Operational Directive 51.1.1 also specifies:*
 - *The Chief of Police will be notified of all complaints received against the RPD and its employees.*
 - *The Office of Professional Standards shall maintain a record of all complaints against the Department or employees in a secure location.*

Staff in Professional Standards (PSU) explained that almost all service-level complaints are sent to the division to be investigated. For instance, if a citizen were dissatisfied with the manner a police call was handled but is not alleging misconduct against a police officer, the complaint would be a service complaint and likely investigated by a patrol sergeant. PSU will in turn investigate all significant complaints alleging misconduct by an RPD employee.

RPD advised that almost all complaint investigations are completed in "weeks" versus the months that most agencies around the country report. This is likely a byproduct of agency culture, expectations, and labor work rules that apply to employee investigations in Virginia. Nonetheless, that is an impressive timeline for completing internal investigations against employees where misconduct is alleged.

RPD Administrative Process

After an internal investigation is completed, the investigation is forwarded to the chief of police for review. The chief will make a determination regarding the case and either adjudicate the case himself or elect to send the case to the Disciplinary Review Board (DRB) for review. Although policy allows for this option, as of late and in light of the scrutiny placed on police departments nationwide, almost all investigations are sent to DRB.

The Disciplinary Review Board is comprised of three to four citizens who have volunteered for the role and have been educated by the department on police matters, three to four police captains from RPD, and one of the deputy chiefs. The investigation is presented to the DRB by Professional Standards and after the facts of the case are presented the DRB will vote on the findings of the case. The options for findings are as follows:

- **Sustained:** The allegations are supported by credible evidence.
- **Not Sustained:** There is insufficient proof to confirm or refute the allegations.
- **Exonerated:** The allegations are not supported by facts; the employee's actions were consistent with departmental policy.
- **Unfounded:** Either the allegation is false or there is no credible evidence to support the allegation.
- **Policy Failure:** The allegation is true but the employee's actions were not governed by existing department policy.

Any case with a finding other than sustained will result in the file being closed out. If the DRB sustains any allegations of misconduct, then Professional Standards will make an additional

presentation regarding the effected employee's disciplinary history and the DRB will take another vote regarding proposed discipline for the sustained allegation(s).

In our experience, departments throughout the nation have many different protocols for the process described above. In most cases the processes are a mix of department interpretation of their state laws, agreements with employee groups, and pressure from within their community for transparency. The process in place for RPD as described above appears to work for the agency. Aside from the citizen involvement in the DRB process to demonstrate transparency, the department also publishes an annual report that summarizes the process outcomes related to citizen complaints. We applaud the department for this level of transparency. In reviewing that report, the following are some of the findings from complaints received by the department in 2022:

- During calendar year 2022, there were 27 citizen complaints received by the Roanoke Police Department that included 50 allegations and involved 34 employees. The five-year record of citizen complaints received and investigated by RPD is as follows:
 - 2022 – 27.
 - 2021 – 24.
 - 2020 – 15.
 - 2019 – 19.
 - 2018 – 34.

As noted above, of the 27 citizen complaints filed in 2022 there were 50 individual allegations of misconduct against RPD members. RPD findings showed that in all 50 allegations, RPD employees were exonerated of any wrongdoing. By their own definition this means that every citizen complaint alleging wrongdoing was not supported by the facts of the PSU investigation and that in every case the actions of the employee were consistent with RPD policy.

TABLE 3-7: Disposition of RPD Citizen Complaint Allegations, 2020–2022

Allegation Disposition	2022	2022 %	2021	2021 %	2020	2020 %
Exonerated	50	100%	30	81%	18	56%
Terminated	0	0	3	8%	5	16%
Sustained	0	0	4	11%	5	16%
Unfounded	0	0	0	0	4	13%
Not Sustained	0	0	0	0	0	0
Total	50		37		32	

Source: RPD 2022 Citizen Complaint Analysis

Moving from 56 percent to 81 percent to 100 percent exonerated allegations is a remarkable shift in just three years. RPD credits part of this to the use of body-camera footage that exonerated the officers' actions. In fact, RPD reports that 89 percent of all of the allegations cited in 2022 were captured on BWCs.

It should be noted that the above information is just citizen-initiated complaints against employees of RPD. There are also internally generated investigations of misconduct that are initiated as a result of an observation by a supervisor or other employee. RPD does not include the disposition history and breakdown of those investigations in a public document.

The department provided the results of internally generated complaint investigations from calendar year 2022. There were 14 investigations involving 16 employees and 20 allegations of misconduct. Of the 20 allegations, dispositions were as follows:

- Exonerated – 1.
- Employee Within Policy – 3.
- Employee Justified – 2.
- Sustained – 14.

The 14 sustained allegations involved 10 different RPD employees. The 10 employees with sustained allegations received the following discipline:

- Reprimand – 5
- Counseling – 1
- Suspension – 1
- Termination – 2
- Employee Resigned Prior to Discipline – 1

As noted, the department does not publish the results of internally generated investigations. It is our understanding that the publishing of citizen complaint investigations is based on the department's interpretation of CALEA compliance. RPD has been doing this for so long that current employees were unsure as to why internal investigation summaries were not included with the external complaints from citizens.

The CALEA requirement to publish a report is deemed a best practice by CALEA and the IACP (International Association of Chief's of Police). However, the CALEA standard is cited under section 52.1.5 that recommends agencies "compile annual statistical summaries, based upon records of internal affairs investigations..." The expectation is that these summaries will be made available to the public. RPD is only doing this with externally generated investigations, not the internally generated ones. This standard is in place as a measure of transparency. In our opinion the report that RPD publishes does not serve the department well when it cites that all employees who were under investigation were exonerated of any wrongdoing. Many people in the public might be suspicious of such a statistic, especially since RPD investigates its own complaints. Including the internally generated numbers would provide better balance and demonstrate that internal accountability is present in the RPD.

≈ ≈ ≈

The PSU unit uses IA Pro software to manage the IA investigative workflow. This is good practice that alleviates the need for unneeded paper copies of the investigation and allows a repository of digital evidence in investigations without having to burn separate DVDs or digital hardcopies of material such as body-camera footage. This platform also allows for digital tracking of anybody that accesses the files or digital evidence contained in the files.

RPD utilizes the IA Pro platform but it does not use all aspects of the technology due to disruptions to its normal workflow. Additionally, we were told that redundant hardcopy records were still made and filed, as personnel did not trust the digital storage capabilities within IA Pro. RPD reports that this practice is not labor intensive and it does not have physical storage limitations. However, the department should reevaluate this practice as digital storage

capabilities have been shown to be reliable; creating the physical copies is an unneeded, redundant process. It is also a process that lacks the security and confidentiality that exists in the software platform for tracking who accesses a file.

Professional Standards Recommendations:

- CPSM recommends RPD include internally generated IA investigations in its published annual report on personnel complaints. (Recommendation No. 11.)
- CPSM recommends RPD reevaluate the use of digital storage in IA Pro and discontinue the physical file of PSU investigations. (Recommendation No. 12.)

≈ ≈ ≈

Public Information

The RPD has a crime prevention specialist who also serves as the department's public information officer. The position reports directly to the Investigative Support Services Deputy Chief. This is a sole employee who primarily serves in the capacity of public relations and media management, with ancillary functions in the area of crime prevention. The employee estimates that 15 to 20 percent of her time is dedicated to hosting crime prevention functions while the remainder of her time is dedicated to managing the department's social media accounts as well as responding to traditional media inquiries. The current employee has a background as a media reporter and was hired specifically for that skill set. The title of crime prevention specialist strikes us as an odd title considering what the employee does on a daily basis.

≈ ≈ ≈

The department is active on several social media platforms:

- Facebook.
- Twitter.
- Instagram.
- Nextdoor.

In addition to the above platforms the department has secured accounts under the department's name on TikTok and Snapchat but does not currently use those platforms.

Our review of several of the RPD's social media accounts showed the department is active with regular posts that are appropriate for the type of engagement each is known for. This included a mix of positive engagement-style posts designed to connect with the community as well as crime-related posts intended to educate and inform the community. The crime prevention specialist is the administrator of all RPD social media accounts and creates almost all of the content. There are two other employees who have access to post on the accounts but rarely engage. There are no expectations of any other employees being directly engaged in this aspect of department business. However, there is a reliance on several other department employees to share information with the crime prevention specialist to create content for the social media sites.

There are a number of community engagements events that are primarily handled by a separate group of employees from RPD, yet those events are supported and advertised through the social media platforms.

The employee in this position is also the primary point of contact for all media inquiries in the department. This workload was described as being all-consuming, since the media calls occur at all hours of the day and night, including weekends and even while the employee is on vacation. Although there is a system in place whereby the media should be calling a designated after-hours number for non-emergencies, they don't use that option and often call the employee they have come to rely on for the information.

We have no concerns over the RPD stance toward media engagement and social media management. We are concerned with the fact that so few people in the organization are involved in the process. Police agencies have long struggled with media engagement and management. There is a level of distrust that is often observed between law enforcement organizations and the traditional media; in the fast-moving realm of social media, organizations struggle to deliver fast news verses accurate news. In the interest of accuracy, many agencies have adopted the RPD model of only having a very limited number of people engaged in the process. The concern with RPD is that almost all engagement falls on the shoulders of one employee. This exposes the agency to not having people available to engage when needed if that employee is unavailable and exposes the employee to potential burnout with the occasional pace that comes with breaking and emerging stories of media interest. At the same time, RPD does not have the need to create a team of multiple FTE employees to share the workload, this leaves the one employee to shoulder the burden for the program.

We encourage RPD to explore a different model that involves more employees in the process and thus extends the knowledge base for this area of policing deeper within the organization.

≈ ≈ ≈

It is understandable that RPD does not have the “need” that justifies creating a larger office of employees dedicated to public and community affairs, including media management. However, the department could call for other interested employees from throughout the organization to be part of a larger strategy to create content and interact with the community both in person and through digital means. With a reasonable amount of training on the department's strategy, people from throughout the organization can be empowered to contribute to the need, thus alleviating the impact on one employee and the department's reliance on that one employee.

As part of changing its media engagement model the department should explore creating a matrix that outlines what type of incidents can be handled by line level employees and what type of incidents warrant the necessity of having the PIO or the police chief delivering the message. Again, by providing a minimal level of training, on-duty field staff, specifically sergeants and shift commanders, can respond to media needs on routine matters. This will alleviate the burden of after-hours calls made to the sole employee under the current structure. Additionally, setting up a wider number of employees in the organization who can act as official PIOs and establishing a rotation schedule of those positions, would benefit the organization.

Public Information Recommendations:

- CPSM recommends RPD consider reclassifying the crime prevention specialist into a public relations specialist job classification. (Recommendation No. 13.)
- CPSM recommends RPD create a team of employees as an ancillary assignment to be involved in its community affairs and social media engagement. (Recommendation No. 14.)

- CPSM recommends RPD create a notification and media engagement matrix that empowers other employees at RPD to engage the media. (Recommendation No. 15.)
- CPSM recommends RPD offer media and public relations training to its supervisory and management level employees. (Recommendation No. 16.)
- CPSM recommends RPD establish a rotating PIO schedule with after-hours responsibilities. (Recommendation No. 17.)

§ § §

SECTION 4. SERVICES DIVISION

The Services Division of the Roanoke Police Department is currently led by a police captain and three lieutenants. The division encompasses training, including the police academy, the accreditation process (discussed earlier), technology, including body cameras, and the records function.

TRAINING ACADEMY

The Roanoke Police Department Training Academy has been training police officers for the City of Roanoke and surrounding areas since 1969. It was the first police training academy established in western Virginia. The training academy conducts a 27-week course that utilizes Virginia Department of Criminal Justice Services (DCJS) requirements. According to Virginia Administrative Code (6VAC20-90-70), police training academies must be certified after meeting 100 percent of the academy standards identified by DCJS in the following categories: administration, personnel, facility, instruction, and satellite facility. The certification is valid for three years and re-certified in the third year which will occur for Roanoke in 2024. In addition, the Roanoke Training Academy participates in the CALEA Training Academy Accreditation program, which consists of 160 standards. That participation is monitored by the Accreditation Unit of the department.

The Academy director is a lieutenant who has 17 years of police service and has been in the position since November 2021. He attends regular training, workshops, and conferences related to his position as director and is current with the DCJS requirements.

The Training Academy facility is located at 5401 B Barns Ave., NW. It is a 28,000 square-foot full-service facility that opened in 2010. The facility includes a full-size gymnasium, aquatic tank, four classrooms, computer lab, library, break room, and simulators. The facility is shared with the Roanoke County Police Academy, which is also a DCJS-certified training academy. The city and county training academies run separate programs; however, classes that meet basic recruit training DCJS requirements are conducted as a combined group. Agency-specific curriculum is conducted separately.

Three satellite facilities are utilized in training police recruits. The Norfolk Southern Railroad firearms range is used for basic firearms instruction and the Roanoke County Emergency Operations Track is used for emergency vehicle operations; however, when a scheduling conflict occurs with the Roanoke County Emergency Track, the Smith Mountain Lake Airport is utilized. In addition, the civic center parking lot is available for use if needed. CPSM did not conduct a site visit to these satellite facilities; however, we were informed that all satellite facilities met DCJS standards.

A review of the existing department policies addressing the Training Academy was found in the PowerDMS system. However, there was no centralized location for Training Academy policy, operations and processes. Of note is that the CALEA Training Academy Accreditation program is of great benefit to keep the training academy in compliance in support of the DCJS re-certification process since CALEA conducts quarterly online reviews of a sample of their mandatory standards. However, the online sampling does not take into consideration required revisions and updates to the general department policy changes affecting the training academy. Overall, CPSM found the training academy to be well-managed and in line with all DCJS requirements.

CPSM noted that there was no regular basic course guidelines manual to provide staff with clear guidelines to meet expectations in the Training Academy. The management guidelines should consist of instructional systems, instructional units, learning needs and objectives, training and testing methodologies, and mandated hours which are supported by the student instructional materials.

The Training Academy staff consists of seven full-time instructors, five police officers, a lieutenant, and a sergeant. The Training Academy staff is supplemented by a cadre of adjunct instructors assigned to other primary duties throughout the department and are used on an as-needed basis to instruct recruit officers on specific topics. The five police officers assigned as full-time staff also have ancillary duties; one is the department recruiter, one is the training coordinator, and three police officers are background investigators.

Instructors are selected from officers who submit requests to instruct. Once selected each instructor must successfully complete a 40-hour DCJS instructor development course and participate in an 8-hour apprentice training in which they shadow a tenured instructor. Additionally, any specialized training areas such as firearms or emergency vehicle operations must complete an additional 40-hour DCJS-approved training and be re-certified in that discipline every three years. At the time of the CPSM site visit all instructors were current in their training. CPSM learned that there is no training academy staff manual to provide the staff with clear expectations and guidelines.

Instructors receive their department evaluations every two years; however, police recruits write a weekly evaluation on each of their instructors. In addition, classroom instruction is randomly audited by the Academy director to ensure the quality of instruction, curriculum integrity, and compliance with training academy standards/ Each audit is documented on an evaluation form retained in the director's administrative office.

At the time of the CPSM assessment, the training academy had one class in progress with nine recruit officers. The demographic make-up of the class was six white males, two white females, and one African-American male. In 2022, the Roanoke Training Academy graduated three classes totaling 38 police officers.

The Training Academy has a paramilitary training philosophy that combines a stress/non-stress environment to train police recruits. The Academy is taught in a modular format and stressors (such as yelling) are utilized in a strategic manner so as not to impede classroom instruction and adult learning methodologies. Each police recruit is provided a student handbook that delineates the code of conduct, rules, expectations, and Roanoke Police Department nomenclature. CPSM noted that the student handbook did not include the mission, vision, and values of the Roanoke Police Department. It is important that all new recruits immediately begin to understand that the mission, vision, and values of the department are woven into the fabric of everything they do as police officers. The Training Academy has no affiliation with any community colleges to provide recruit officers completing the training the opportunity to obtain college credits, which could be beneficial in obtaining a college degree at a later time.

Training Academy Recommendations:

- CPSM recommends that a Basic Course Management Guide be developed to solidify academy management, basic course instruction, instructional management, testing requirements, and DCJS regulations. (Recommendation No. 18.)

- It is recommended that an Academy staff manual be created to facilitate the onboarding process for new instructors and facilitate any transition of the Academy director position in the future. (Recommendation No. 19.)
- It is recommended that the Academy Student Handbook be updated to include the mission, vision, and values of the Roanoke Police Department. (Recommendation No. 20.)
- CPSM recommends exploring an affiliation with a local community college to provide recruits who successfully complete the Training Academy the option to earn college credits toward a college degree. (Recommendation No. 21.)

≈ ≈ ≈

Training Coordinator

Under the supervision of the Training Academy and direct oversight of a sergeant, the training coordinator position is staffed as an ancillary duty by one police officer who has a primary duty assignment as a member of the Training Academy staff.

As per Operation Directive 33.1A, Training, the director or his/her designee must track all sworn personnel requirements to attend a minimum of 40 hours of re-training every two years to include the department's mandatory 24 hour in-service class. As such, the position of training coordinator tracks all training attended by department personnel and submits all appropriate attendance rosters to DCJS as required. The training coordinator only functions to record the training officers have attended and neither the Academy Director nor the training coordinator are aware of training being requested, approved, or denied. They are only made aware of training that police officers attended after they submit proof of completion.

Operations Directive 33.1A, Training, delineates in detail the training guidelines and department standards for training. The directive addresses recruit training, in-service training, roll call training, and advanced and specialized training for both sworn and non-sworn members of the department.

However, during focus groups conducted by CPSM, police officers voiced concern that the policy was not being followed. Officers said training opportunities are limited, and requests for training are often denied at the sergeant and lieutenant levels with no real reason being communicated to them for the denial of training. Additionally, CPSM heard in several focus groups that many of the Directives and Standards of proof were created to meet accreditation requirements; however, participants did not feel these were being followed.

CPSM did not conduct a full review of all training available to department personal sworn and civilian. However, it was expressed in interviews and focus groups that there was no training available upon promotion to the next rank. For example, officers promoted to the position of sergeant immediately start working in a supervisory capacity and do not receive the benefit of attending a supervisor school. The same applies to sergeants promoted to lieutenant and lieutenants to captain.

A review of Operational Directive 33.2, Training Committee, establishes a group to assist in developing and evaluating training needs. To keep training programs current and carry out an ongoing review of the available training as well as determine the additional training needs of department personnel, the Training Committee is to review such elements, assist in the administration of the training budget, and make recommendations for the training of individual employees. This is a great tool for conducting a training needs analysis and making recommendations to address shortfalls in training that can reduce department liability.

Training Coordinator Recommendations:

- It is recommended that the role of the Training Coordinator be expanded to include the review of available training in and outside of the department. (Recommendation No. 22.)
- CPSM recommends that Operational Directive 33.1A, Training, be followed. (Recommendation No. 23.)
- CPSM recommends that the Training Committee convene to conduct a comprehensive training assessment and review all training needs for officers, supervisors, command staff, subject matter expert ancillary functions, the impact of training on deployment, and training schedules. (Recommendation No. 24.)
- It is recommended that the department formalize a Master Training Calendar that extends the training cycle to 12 months and includes functional training opportunities for newly promoted sergeants, lieutenants, and captains. (Recommendation No. 25.)

≈ ≈ ≈

RECRUITMENT

The Recruitment Unit is staffed by one police officer and is overseen by a sergeant as well as the lieutenant who supervises Academy training. The officer works recruitment as a primary duty assignment and is also an Academy Instructor.

The law enforcement profession always faces the challenge of renewing its ranks, and for nearly every agency this is an ongoing effort. Additionally, for some time, and especially more recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition, adding to a growing shortage of law enforcement officers nationwide. The Roanoke Police Department is experiencing the same challenges and is impacted by negative media stories and direct competition from neighboring agencies that have higher starting salaries, signing bonuses, and other job incentives.

The Roanoke Police Department's recruitment objectives include identifying racially and culturally diverse target markets to recruit by using marketing strategies to obtain a diverse applicant pool; however, it has had limited success in recruiting minorities. Lateral recruitment is done by referral and only when initiated by a potential applicant. However, no lateral recruitment outreach is occurring. CPSM noted that there was one principal recruiter and much of his time and effort was focused on traditional recruitment methods that include visits to local colleges, fairs, community functions, and military bases. Law enforcement has the responsibility to fill positions with persons who are qualified to do the job. Moreover, agencies should ensure that their employees reflect the community's diversity and should focus efforts to accomplish this goal. For example, the RPD's recruitment objectives could expand outside local functions and identify state colleges and universities attended primarily by Black students and which have criminal justice programs.

The department has not taken full advantage social media applications to reach out to qualified candidates. For instance, in addition to traditional outreach efforts at parades, festivals, and community functions, the department could benefit from the use of a social media app such as "InterviewNow." This app provides real-time communication with potential candidates and provides them with rapid feedback with text messages. This type of communication is something that is expected by younger generations. Such a platform allows a candidate to start the application process via the use of QR codes that have been placed on

patrol vehicles and links them to recruiters. In addition, the app tracks candidate data to allow the department to adjust strategies in the recruitment plan in real time.

The Roanoke City Human Resources Department is responsible for the testing and processing of police applicants in coordination with the RPD. The city has put out an information packet for police applicants that explains compensation, benefits, and police officer hiring requirements, as well as what to expect in the hiring process, such as:

- Submit Police Application.
- Physical Agility Test.
- Behavioral Test.
- Personal Interview with Investigator.
- Background Investigation.
- Polygraph Examination.
- Oral Board Interview.
- Applicant Review.
- Conditional Offer of Employment
- Psychological Examination.
- Comprehensive Medical Examination.

The information packet further explains disqualifiers, obstacle course instruction, and shuttle run requirements. The information packet is mostly text with no interactivity options if obtained online. The City of Roanoke Human Resource Department tracks an applicant's introductory contact with a police recruiter and forwards the information to the department.

A recruitment plan has been developed by the department to work in partnership with the City of Roanoke to update recruiting material, update Facebook advertising, and utilize a tablet to record contacts at recruitment events. The City of Roanoke has created new flyers and postcards showcasing the diversity of officers, and job opportunities and Facebook advertising now feature female police officers. In addition, focused hiring events for women are advertised on the department's Facebook page and Instagram. However, Facebook and Instagram advertising is not always sufficient if other digital marketing strategies are not used. For instance, there should be keyword search integration to direct internet searches containing keywords such as Roanoke Police, police jobs, or policing to a landing page that contains recruitment information.

The Roanoke Police Department Recruitment Plan serves as a guide to reaffirm its commitment to fair, equitable, diverse recruiting and hiring practices.

Training Academy staff assists in scheduling applicants in the physical agility testing, background investigations, and the polygraph exam. Of note, the qualifying written exam has been eliminated by the City of Roanoke, which has reduced the processing time by approximately four to eight weeks. However, different elements of the testing process such as the physical obstacle course have not been evaluated for practicality, such as climbing through a window, a body drag, and a gun drill. Testing must demonstrate that the characteristic being tested is important to the job and that the cutoff score which measures the minimum amount of ability

and aptitude necessary for successful performance on the job is appropriate. If the test is to be used on a rank-ordered basis, there must be substantial empirical evidence to demonstrate that higher scores on the test predict better performance on the job. Law enforcement agencies' reliance on inadequately tailored or outdated examinations as part of the screening process may have the unintended consequence of excluding qualified individuals from under-represented communities from the applicant pool.

According to the National Center for Women and Policing, entry-level tests should not test for knowledge, skill, or abilities that will be taught in the law enforcement academy. Entry-level testing should only identify knowledge, skills, and abilities that will enable a person to become a successful community policing officer after appropriate training.

Another issue to be considered is the operational drain that testing creates for the department when personnel are redeployed from their primary jobs to assist in administering these tests, leading to overtime costs. To address these challenges some agencies have engaged third-party vendors who can conduct these examinations at regularly scheduled times in key geographical areas and at much lower costs.

While there are a variety of methodologies that can be used in the recruitment and hiring process to fill vacancies, the Roanoke Police Department has developed a sound recruitment plan. Still, RPD could benefit from some nontraditional strategies and revisions to the testing process to accomplish its hiring goals. Law enforcement agencies continuously seek creative recruiting methods. Training academies hosting unsponsored trainees that is, those who are not yet committed to work for a particular agency, are an obvious target of recruitment efforts. Some agencies fold recruiting into community policing efforts by talking to youth and young adults about law enforcement careers. Agencies are more diverse than ever before, yet recruiting women, people of color, and other minorities remains a challenge nationwide.

Recruitment Recommendations:

- It is recommended that the department work with the city to develop incentives for new hires to make Roanoke Police Department competitive in attracting police officers. (Recommendation No. 26.)
- CPSM recommends that the department seek out private grants for funding to develop a comprehensive advertising campaign leveraging all forms of relevant media to target their desired audience(s) and to be able to direct them to a department recruitment landing web page. (Recommendation No. 27.)
- CPSM recommends that a creative concept marketing campaign be developed to hire and attract greater diversity in the department. (Recommendation No. 28.)
- It is recommended that lateral police officers be included in the action plan for recruitment. (Recommendation No. 29.)
- CPSM recommends that the department step up recruiting efforts toward criminal justice majors at Virginia colleges and universities that have a population of Black students. (Recommendation No. 30.)
- It is recommended that a social media application such as "InterviewNow" be considered in order to meet the expectations of technology-savvy generations. (Recommendation No. 31.)
- CPSM recommends that the physical obstacle course be evaluated and revised to reflect basic physical strength requirements needed to fulfill the essential job functions of a police

officer, and that advanced requirements such as firearms manipulations and tactical elements be eliminated. (Recommendation No. 32.)

- It is recommended that a third-party vendor be considered to administer the police officer entry-level testing process in order to reduce the burden on employees and to reduce costs. (Recommendation No. 33.)

≈ ≈ ≈

BACKGROUND INVESTIGATIONS

The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. They must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their history. Background investigations are also among the most challenging investigations to conduct. The way background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates.

Candidates not disqualified along the way are recommended by the recruiters to be interviewed by the chief of police, the hiring authority. If acceptable, they are given "conditional job offers."

The Roanoke Police Department currently has three background investigators for sworn applicants and two part-time investigators for civilian applicants. One part-time investigator position is currently vacant. All background investigations are conducted in-house. Changing cultural norms have caused Law enforcement agencies to revisit traditional selection and hiring criteria. Many have relaxed their policies on tattoos and prior drug use to prevent the unnecessary exclusion of talented job candidates. Some agencies use a case-by-case assessment of whether high-quality applicants' past lawbreaking should preclude a career in law enforcement.

Background Investigations Recommendations:

- It is recommended that the part-time vacancy be filled by hiring a retired police professional to ensure all applicant background investigations continue to be conducted expeditiously. (Recommendation No. 34.)
- It is recommended that applicable laws, civil service regulations, and Department policies be reviewed and updated to ensure unnecessary exclusion of talented job applicants. (Recommendation No. 35.)

≈ ≈ ≈

BODY-WORN AND VEHICLE CAMERAS

Data suggest law enforcement's use of body-worn cameras (BWCs) has proven effective in reducing violent confrontations during enforcement contacts, and complaints against officers. BWC recordings provide contextual documentation of police encounters and have become an important tool for increasing public trust through a transparent review of an officer's performance and documentation of a police contact and enforcement action.

The Roanoke Police Department has equipped all patrol units with “in-car dash camera” systems and has equipped officers with a body-worn camera. Both platforms are from the same Axon vendor, thus all related systems including storage reside within the Axon ecosystem.

We learned that RPD did not purchase enough cameras for all officers. A limited number of cameras are shared among the patrol staff. We encourage RPD to explore opportunities to purchase cameras so all officers have their own assigned camera. This will reduce the likelihood that a camera may not be available when needed. Vendors often offer package deals to agencies that operate within the same ecosystem. In the case of RPD, BWCs, in-car cameras, and ECDs (Tasers) are all from the same vendor ecosystem.

BWCs and their applicable use are outlined in several areas of this report. This includes a department metric that indicated that BWCs have been used to successfully exonerate a very large percentage of officer misconduct claims made in the citizen complaint process.

The use of body cameras and dash cameras has become an industry standard. Although technology is still evolving, the use of the technology by police departments is well accepted and in most places the technology has been effectively worked into daily operations and policy concerns have been worked out.

Although different states may have different standards and expectations regarding retention laws and public interest in release of BWC footage, the industry standard and expectation is that departments are using the camera technology to both effectively provide needed evidence to support police enforcement activity in court and to have accountability for officers serving their communities. As such, auditing is an expectation that comes with the adoption of this technology.

RPD, like most agencies, has a policy that a select number of random officer interactions should be audited (watched) by an officer’s supervisor every month / quarter. Although this policy expectation is in place, RPD does not have a mechanism to confirm supervisors are conducting the audits and admittedly has not instituted internal controls to ensure this is being done. This is not uncommon in police departments we have assessed. Standard policy that has been enacted around the country has this language and expectation. However, many agencies have reported that the auditing component was not immediately enforced due to the novelty of the technology and the desire to give officers time to get used to wearing the technology. Departments did not want to have to discipline officers for failing to activate this new piece of technology during a stressful encounter; the intent has always been to allow for a grace period to fully integrate the technology. In many cases, such as RPD, months and years have elapsed, but the auditing component is still not accomplished.

We also learned that in many cases, sergeants do not have accounts that allow them to access officer BWC footage on a random basis, further hampering the department’s policy expectations. We encourage the RPD to remove this barrier and streamline the viewing capabilities of all sergeants.

Auditing itself is not difficult, but some agencies struggle to identify what footage to select. For obvious reasons, a sergeant does not want to have to sit and watch an officer’s BWC recording that may contain hours of footage with little to nothing of interest taking place. Likewise, critical incidents such as uses of force and citizen complaints are always viewed so many agencies feel they are using the technology as designed. Regardless, we suggest RPD follow its policy and institute a random auditing component involving the direct supervisors of employees who are assigned a BWC. The department may want to consider available technology that will assist in selecting random footage for review.

Body-Worn Camera Recommendation:

- CPSM recommends RPD institute random auditing of BWC footage. (Recommendation No. 36.)
- CPSM recommends the RPD provide all sergeants in the department the means to view BWC video. (Recommendation No. 37.)
- CPSM recommends RPD evaluate the inventory of BWCs and explore the feasibility of issuing cameras to all patrol officers. (Recommendation No. 38.)

≈ ≈ ≈

RECORDS

The Roanoke Police Department's Records Unit falls under the command of the deputy chief of Investigative and Support Services, the Services Division captain, and a lieutenant directly assigned to the Records function. The following table reflects authorized and actual staffing levels at the time of the CPSM site visit in April 2023.

TABLE 4-1: Records Unit Staffing

Rank	Authorized	Actual	Vacant
Records Lieutenant	1	1	0
Records Specialist Supervisor	1	1	0
Police Specialist Technician III	2	2	0
Police Specialist Technician II	15	11	4
FOIA Clerk	1	1	0
Total	20	15	4

Source: RPD Records Unit

The Records Unit functions as a support unit for the Roanoke Police Department. All incident reports written by officers or PSTs are entered into a computer system and maintained in accordance with state law. The Records Unit is responsible for all records functions, criminal warrant files, police statistical data, and preparation of police reports.

Tele-service is another service that the Records Unit provides. This service allows citizens to make a report over the telephone for any past offense that does not require an officer to go to the scene. The Information/Complaint desk is staffed with personnel who handle inquiries from the general public seven days a week, 24 hours a day.

The department's records management system, commonly referred to as Southern Software Ink (formally Police Pak), allows officers to upload their reports from the in-car computers directly into the records management system through wireless transmission. The RMS increases officers in-car access to updated information and speeds the tracking of items turned in as property or evidence.

One national challenge being experienced by contemporary law enforcement organizations is the implementation and replacement of an RMS. The effort can be costly, slow to implement due to challenges on data migration, and the ability to integrate CAD and RMS systems that can easily transfer data and reports; however, that is seldom achievable with regional dispatch centers and new RMS systems. RPD is currently in the process of replacing the Southern Software system and transitioning to the Motorola Premier One Records in late 2023. Transitioning to a new system is one step while training all personnel in the new system and ensuring off-shelf products and Excel spreadsheets are no longer used is a more complicated effort. CPSM recommends RPD leadership carefully review the transition of new RMS software systems at regular command staff meetings to ensure milestones are reached.

Work Schedules & Public Access Hours

Records Unit personnel work a five-day workweek that covers Monday through Sunday. To ensure adequate coverage during peak demand times, minimum staffing levels have been established. During regular (public) operating times, the minimum staffing levels are recognized and allows for overtime shifts as approved. It should be noted that RPD follows a model of utilizing administratively restricted officers (those with injuries or other restrictions) for Records Unit

functions such as front counter duty. The RPD approach is an excellent use of personnel for operational purposes, and provides sworn officers a different perspective on the difficult and ongoing administrative tasks performed by the Records technicians.

Records staff work shifts are:

- Shift One: 7:00 a.m. to 3:00 p.m.
- Shift Two: 3:00 p.m. to 11:00 p.m.
- Shift Three: 10:00 p.m. to 8:00 .am.

RPD backfills with overtime to cover shifts that are uncovered due to illness, training days, or other leaves to meet the minimum staffing levels.

The RPD utilizes best-in-class front counter (public access) hours of 7:00 a.m. to 10:00 p.m. This is a best model practice most law enforcement agencies rarely achieve and a goal for all police departments to strive for. The open hours for the public provides extended periods for access and improves community reliability and confidence in the RPD.

There are four vacancies in the PST II ranks. This makes it a challenge considering the unit's high tempo of work and amount of work associated with records functions. CPSM recommends RPD hire for the vacancies and use a cross-training concept to help alleviate the level of required front counter hours, tasks, and data inputting.

Currently, technicians operate the front counter, prepare police reports, handle community requests/inquiries, release vehicles/reports, process statistical reports, and as well staff the warrants desk, assist officers, and answer phones. These day-to-day Records operations do not include other assigned tasks, such as report request processing, CAD audit, citation processing, etc. It requires the PST IIs, supervisor, and the FOIA clerk to become more involved in day-day operations, taking away from their duties. The goal for full staffing is essential and the consideration of part-time records technicians to assist with unit work and other duties such as FOIAs will improve operations.

When CPSM inquired about the timeline for filling vacancies, staff indicated that the process is based on applicants and since the pandemic in 2020, the number of applicants has dropped to a point that a smaller pool of potential candidates are interviewed. The RPD hiring process moves at a positive pace; however, the challenge is it is very difficult to recruit, train, and retain personnel. Considering this recruiting and retention dynamic, CPSM recommends RPD evaluate the pay grade levels and consider the career enhancement point (CEP) system for professional staff. The approach to increasing skillsets while ensuring retention will reduce the future need for ongoing recruitment.

Workload Demand

Police technician trainees undergo a brief training program that covers the primary facets of each job classification and related duties. The Records Unit has two to four personnel who are trainers; however, all personnel assist in training new personnel on the various tasks and responsibilities. The primary learning document is the Police Support Technician guide, which provides an overview of job responsibilities as well as serves as a resource guide and template for many of the work functions associated with the Support Services Division.

Contrary to the common perception that functions performed in law enforcement records divisions are simple tasks such as filing reports and providing copies as needed, there is an exhaustive list of duties performed. As an example, each of the hundreds and at times the

thousands of public requests for documents, reports, and other items may take two to three hours for the average FOIA request to be completed. Many of these duties are closely regulated by federal and state laws to protect the privacy of individuals and to ensure compliance with mandated functions.

Records Processing Volume, 2020–2022

The Records Unit maintains statistical record keeping that is consistent with larger law enforcement agencies in the United States. The following table shows the report totals tabulated into the records management system. The RMS is used to maintain special reports and master records for the RPD.

TABLE 4-2: Records Processing Volume, 2020–2022

	2020	2021	2022
Incident Reports	4,111	4,708	5,698
Internal Calls	N/A	N/A	28,336
Incoming Calls	66,784	70,963	73,019
VCIN Related	7,948	7,513	7,610
Criminal Papers	11,647	11,807	12,597
Total Activity	90,490	94,991	127,260
Avg @ Full Staff	6,032	6,332	8,484

Source: Roanoke Police Department

There is a vast array of duties performed in police records units that can be overwhelming. The table above reflects the total annual activity as well as the average number of these tasks per PST at full staffing. CPSM found that the current number of Record's staff is performing a high level of daily records tasks. While some agencies choose to assign specific duties to individual employees who serve as specialists in performing that duty, RPD has opted to have the 15 police technicians assigned to the full variety of daily activities in Records and some tasks related to Property and Evidence (P&E). CPSM strongly supports the current approach by RPD to cross-train the Records staff to achieve the outcomes identified in this report.

At present there are four vacancies in Records, although the department is processing potential candidates.

The Records Unit utilizes three records trainers, which is an essential job role to ensure errors are minimized, liability is reduced with entries, and new personnel learn the importance of records management. Records categorizes trainers into three areas to include teleservice trainer, warrant entry trainer, and VCIN trainer. It was evident that the pandemic had an impact in this area; personnel shortages emerged which required the trainers to provide training in multiple areas as opposed to having only one specialized trainer.

CPSM recommends RPD increase training and skill levels among the new records technicians; RPD should establish in-house training system to meet mandated training requirements for all new Records personnel by using a matrix for learning Records processes. It is also recommended that the Records management and supervisors use the national organization membership to participate in webinars and learn new contemporary methods that may help solve current and future challenges. As an example, the National Association of Government Archives and Records Administration (NAGARA) offers membership, training, conferences, and webinars for federal, state, and municipal records management staff and frontline professionals.

The pace of workload demands has increased, in part due to increases in court discovery and public document requests related to the passage of a new law in 2021 that allows the public to have greater access to police records and misconduct history on police officers.

RPD does not use a system to accurately monitor foot traffic or daily visitors to the front counter. Although CPSM considered counting the daily reports and other indicators of front counter activity, it would not have included foot traffic derived from missing persons, fix-it ticket sign-offs, asking a question, turning in property for destruction, or following up on an investigation and many others not identified in this report.

RPD does not use part-time staff or volunteers for records front counter duties or other routine clerical tasks. In the face of the increasing workload, new public transparency laws, and court discovery requests, such supplemental Records staffing should be considered. CPSM recommends the use of per-diem and volunteer personnel for front counter duties and other types of clerical work as defined by the Records management team. This approach will reduce workload demands and allow technicians to learn other critical duties.

Online Access to Police Reports

There are a host of reasons that the public may visit the RPD Records Unit. These include obtaining copies of police reports, mandated offender registrations, vehicle release authorizations, oversized vehicle permits, animal licensing, subpoena service (police-related), etc. While desired police reports may stem from a variety of police-involved actions, most frequently involve traffic collisions, especially as it relates to insurance adjusters who routinely obtain such reports as a result of a claim.

As both a convenience to the public, and to reduce service demands on Records Unit staff, RPD has developed an excellent system that allows for current and past incidents to be reported online. The RPD website is informative and helpful for those who need to navigate online reporting. The type of reports that can be filed is impressive, and RPD's system can serve as a model for other police agencies. That said, the actual use of the system remains low. RPD will need to develop a plan to improve the level of online reporting and the manner in which reports are processed. The online report types include the following areas:

- Assault.
- Animal-related.
- Computer hacking.
- Drug offense.
- Embezzlement.
- Littering/dumping.
- Forgery.
- Fraud.
- Juvenile offense.
- Indecent exposure.
- Identity theft.
- Larceny.

- Property damage.
- Shoplifting.
- Threats/intimidation.
- Trespassing.
- Tampering with vehicle.

The key to online reporting is public awareness. The online reporting numbers are very low compared to the RPD's total of calls for service. Over a three-year period about 600 online reports have been generated as compared to the thousands of reports over the same period.

It is recommended RPD try to boost the use of online reporting with social media outreach, local news reporting, and website messaging. CPSM also recommends RPD evaluate the current online reporting system and search for a more efficient vendor (similar to a Lexus/Nexus system).

Freedom of Information Act (FOIA)

This portion of our review will provide insight and recommendations regarding the managing and processing of the FOIA process. Police departments across the country are struggling to keep up with the recent surge in FOIA requests, which is a result of the social justice movement and concerns with police practices. According to one estimate by *Harvard Law*, cities have fallen behind on requests and are backlogged due to a shortage of trained personnel and software platforms to assist in this effort. Our review is focused on federal and Virginia state laws and the local rules along with RPD's internal processes.

Never has the demand for police records been greater than today. The Virginia Freedom of Information Act is guided by section 2.2-3700 (VFOI Act), with recent changes enacted in September 2022. The state offers a web portal that assists the public in knowing their rights and responsibilities. The website can be assessed at <https://vadoc.virginia.gov/general-public/freedom-of-information-act/>. These demands, often complex, result in significant increases in staff time to review, redact, and process demands for information and recordings for judicial discovery and FOIA requests. Such demands, without adequate staffing being added, have overwhelmed some police department units charged with meeting these demands.

As set forth in § 2.2-3700 of the Code of Virginia, the purpose of FOIA is to promote an increased awareness by all persons of governmental activities. In furthering this policy, FOIA requires that the law be interpreted liberally, in favor of access, and that any exemption allowing public records to be withheld must be clearly understood. The Freedom of Information Act, § 2.2-3700 et seq. of the Code of Virginia, guarantees citizens of the Commonwealth access to public records held by public bodies, public officials, and public employees. The state's requirement is that requests are responded to within five working days of receipt, with a total of 12 days to complete the request or petition the state for an additional time when needed.

The City of Roanoke's website provides information regarding denial appeals, informational documents, and contact information along with access to form letters and a state email for further information or concerns. In addition, and most importantly, the police and city websites provide an open public records portal for easy access and submission. The information offered by the City of Roanoke exceeds the average local government portals in the United States and serves as a positive model. RPD's FOIA process meets the objectives set forth by the United States Department of Justice, Office of Information Policy and the Office of Government

Information Services. The national best practice recommendations from these institutions are included below:

- Provide training citywide for professionals on recordkeeping systems and FOIA processes.
- Use technology for advanced management features related to quick access of data and tracking platforms.
- Create a career model for subject matter experts for information management.
- Centralize processing and recording efforts to avoid duplication of efforts.
- Promote collaboration among the various departments.
- Use the government website to post information, access reports, and release documents when required.

For reference, as of April 2023, 12 states had no mandated FOIA response times. Of the 38 states with response time limits, 11 allow agencies to extend response times in certain cases, while 27 allow no exceptions. Eight states require responses in three days or less, 10 in five days or less, 13 in 10 days or less, and seven in 20 days or less. Roanoke's best practice approach serves as an excellent example of the state and city's transparency and commitment to public trust with the five-day response and 12-day completion laws.

At RPD, the Records Unit supervisor serves as the coordinator for PRA requests. The supervisor estimates that most requests on average may take 10 to 20 minutes to complete, while a growing share may take much longer to complete based on requests for BWC, audio, or additional research. Communications may take considerable time to produce radio tapes and telephone call recordings, Professional Standards to produce discoverable personnel records, and Property and Evidence regarding information on items in their custody, not to mention gaining access to body-worn camera and vehicle dash cam recordings.

The workload related to release of police records includes radio and telephone recordings, body-worn camera footage, and documents housed in various sections throughout the department. The tasks are daunting and ever-increasing as new laws emerge and new court-related procedures are requested. RPD's discovery unit manages the assortment of requests and creates the final PRA releases. Therefore, given the discovery unit's capacity with the current personnel, CPSM recommends RPD conduct yearly assessments of the workflow and responsibilities as additional demands and laws emerge related to the release of police records.

FOIA Staff and Workload

The RPD's FOIA staff works within the Records Unit and includes the following staff:

- FOIA Clerk.
- Police Specialist Technicians II & III.
- Police Specialist Supervisor.

Earlier this year, RPD provided the FOIA Records staff with training from the Virginia FOIA Advisory Council; however, specific training for clerks is mostly learned through on-the-job shadowing and working with other staff members for guidance. The training for the staff is also provided from the FOIA clerk through understanding of the laws and processes from the Virginia State FOIA code as well as department policies for compliance purposes. CPSM recommends that RPD establish

a yearly formal training for all personnel to increase overall proficiencies related to FOIA requests.

The overall requests are managed by the FOIA clerk from various sources such as emails, online submissions, phone calls, and mailed requests. Police support technicians complete simple FOIA requests received through in-person requests in the PD lobby. The more complicated requests are entered by the PSTs into the online submission form and sent to the FOIA clerk for processing. The Police Support Supervisor fulfills requests that are received from the Lexus/Nexus system and Metropolitan Reporting Bureau.

The following table shows the workload for the FOIA staff. Abiding by state and federal laws is a daunting task and especially difficult for busy organizations such as RPD.

TABLE 4-3: RPD FOIA Requests for 2021, 2022, and 2023

	FOIA CLERK	PST I/II	PSS	Total
2021	1,995	275	2,065	4,335
2022	1,304	470	2,634	4,408
2023 YTD	318	425	2,714	3,457
Total	3,616	1,170	7,413	12,200

One of the challenges for Records is the backlog often caused as a result of the influx of work from another unit. It is not uncommon for Records staff to have to balance the priorities and deadlines throughout the department as Records is the clearinghouse of all data and special reports. For example, Records is currently challenged with a backlog of traffic collision reports, referred to as "crash reports."

The approval process for crash reports is handled by the Traffic Safety Officer and their ability to approve crash reports in a timely manner may cause a challenge in completing FOIA requests. At the time of CPSM's review, there were 170 crash reports pending approval since mid-April 2023. Crash reports are considered FOIA requests and like most law enforcement agencies, RPD is aware of and working through the backlog. Added to the challenge of FOIA processes is the additional struggle of hiring for the Record vacancies with the need to properly train and prepare staff for the tempo of the FOIA requests.

In our review of the FOIA backlog, it was clear that RPD has addressed the issue with the use of overtime in the Traffic Section to assist with the high volume. CPSM recommends RPD continue to address the issue with the use of extra shifts in Traffic and Records as well as consider using retired (part-time) staffing to overcome the processing and document preparation. This approach will also assist with the negative public image of not having documents ready for community members who request reports.

The City Attorney's Office also reviews FOIA requests as do two personnel at the regional dispatch center and one at the Sheriff's Office. The City Attorney reviews special FOIAs connected to lawsuits or similar issues. The pace of work in the RPD is higher than in most law enforcement agencies; the Records Unit leadership and its staff have designed their internal systems and regional partnerships to ensure the FOIA requests are completed within the law. CPSM recommends that RPD research and evaluate the implementation of industry standard software to help with the tracking, organization, and managing of responses.

The backlog of cases was documented in a January 23, 2023, Municipal Audit Report, which offered a six-month action plan to correct the backlog related to billing (page 22 of the report).

The RPD maintains two extensive manuals for Records policies and another for Section protocols. CPSM reviewed these documents and found them to be acceptable; they meet the standards expected of a certified and contemporary police department. Our review of the Section's procedure manual found that RPD's Records Unit does not have a current "how to" manual to help increase professional development and help guide newer employees. It is recommended RPD develop a section manual related to the FOIA process with references and templates to assist in the workflow.

The Records Unit functions under a collaborative team concept. The FOIA clerk has positive communication with the City Attorney's office for requests that are carefully examined by both entities and they collectively prepare a response to the requestor. Before releasing records, the Records staff ensures there are no pending or current investigations; this provides a high level of confidence to the City's Attorney's Office.

Overall, the Records Unit has developed a positive workflow and collaborative approach to completing the difficult task of FOIA requests and their work ethic is to be commended. The staff is one element of the overall collaborative team that includes the Roanoke Sheriff's Office, the Emergency Communications Center (ECC), and Roanoke City Attorney's Office.

Compliance Audits

As we noted previously, several functions of the Records Unit are regulated by federal and state and law. Overall, the compliance audits that CPMS viewed showed that the RPD has had successful recent audits regarding the performance of its Records Unit. Of the reports viewed, the most detailed was conducted by the Department of State Police for which more than 3,000 CJIS/NCIC/VCIN file transactions were reviewed. The review revealed a very small number of transactions by RPD that required further review and correction. There were no systems issues, personnel issues, nor abuse of systems. Of the thousands of entries, the only area of concern was a "serious" error where RPD failed to include all available information or made an incorrect entry regarding a protective order. The issue received specific attention from RPD and was rectified at a later point.

CPSM reviewed the audit report matrix and found the list of mandated regular occurring reports to be completed in a timely fashion with the frequency of each listed in the matrix. The report matrix is an excellent method for tracking and ensuring the reports are completed by the professional staff. Based on this year's audit report by the Municipal Auditing Department, CPSM recommends RPD ensure that the backlog of FOIA cases is improved by the six-month objective stated in the January 23rd, 2023, report. The earlier requests to hire for the current vacancies and consider part-time records staff for the FOIA requests will assist in reducing the impact of this ongoing issue.

One of the challenges for records management is the ability to follow the city and police department policy on destruction orders and RPD allows for destruction on a yearly basis. The last reported destruction order occurred in October 2021 and the current destruction order from October 2022 is currently delayed but ready to proceed.

FBI UCR Reporting / Clearance Rates

Annually, the Federal Bureau of Investigation produces a Uniform Crime Report (UCR) that provides comprehensive crime and other law enforcement data for agencies across the country. These data are provided by states after each state collects and processes data received from local agencies. CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of

crimes which results in the prosecution of offenders not only prevents future crime, but it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes.

The UCR establishes a strict three-prong criteria for clearing of a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. Convictions or acquittals are not factored into clearance rates.

There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

In addition, the FBI has transitioned from its traditional UCR reporting to a more comprehensive model, the National Incident Based Reporting System (NIBRS). Essentially, the traditional model calls for the reporting of the most serious of crimes recorded where multiple crimes occur within a specific incident. For instance, in a home invasion robbery, where an assault occurs during the course of the robbery, at present the robbery would be reported and not the assault. Under the NIBRS reporting format, both crimes are reported. For RPD, the NIBRS was to be fully implemented in 2021 but has been delayed until the implementation of the new RMS system. CPSM data analysts utilized reported crime and clearance rate data from RPD using the UCR format.

Since RPD has been preparing and upgrading its systems for the NIBRS transition, the use of NIBRS has yet to begin. It is recommended that RPD develop a transition plan from UCR crime reporting to NIBRS in 2023. CPSM concluded RPD's overall clearance rates (inclusive of all crimes) are consistent with state and national levels; CIB reported rates include of a lower number of cases assigned solely to detective personnel.

§ § §

TABLE 4-4: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	15	8	53%	534	343	64%	18,109	9,851	54%
Rape	40	4	10%	2,612	430	16%	110,095	33,689	31%
Robbery	92	35	38%	2,987	1,077	36%	209,643	60,377	29%
Aggravated Assault	313	130	42%	12,484	5,044	40%	799,678	371,051	46%
Burglary	407	39	10%	11,507	1,744	15%	898,176	125,745	14%
Larceny	3,116	570	18%	105,960	17,867	17%	4,004,124	604,623	15%
Vehicle Theft	366	45	12%	11,331	1,086	10%	727,045	89,427	12%

Note: *Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

TABLE 4-5: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	16	5	31%	570	309	54%	22,900	11,500	50%
Rape	93	14	15%	2,944	326	11%	144,300	16,500	11%
Robbery	72	21	29%	2,942	868	30%	202,200	48,800	24%
Aggravated Assault	309	126	41%	13,328	4,681	35%	943,800	297,500	32%
Burglary	475	41	9%	10,533	1,441	14%	899,700	107,200	12%
Larceny	2,945	272	9%	105,524	13,885	13%	4,627,000	508,900	11%
Vehicle Theft	371	45	12%	11,764	917	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report [The Transition to the National Incident-Based Reporting System \(NIBRS\): A Comparison of 2020 and 2021 NIBRS Estimates](#).

§ § §

Records Unit Recommendations:

- CPSM recommends RPD leadership carefully review the transition of new RMS software systems at regular command staff meetings to ensure milestones are reached. (Recommendation No. 39.)
- CPSM recommends RPD hire for the vacancies in Records and use a cross-training concept to help alleviate the level of required front counter hours, tasks, and data inputting. (Recommendation No. 40.)
- CPCM recommends RPD carefully evaluate the pay grade levels and consider the career enhancement point (CEP) system for professional staff. The approach to increasing skillsets while ensuring retention will reduce the future need for ongoing recruitment. (Recommendation No. 41.)
- CPSM recommends the Records Section track FOIA requests related to court discovery separate from requests for evidence and documents related to body-worn cameras, police reports, audio, and digital evidence. This will assist the RPD in determining workloads related to criminal court requests separate from the public FOIA requests. (Recommendation No. 42.)
- CPSM recommends RPD increase training and skill levels among new staff in Records. RPD should establish in-house training system to meet mandated training requirements for all new Records personnel using a matrix for specific in-house training and learning records processes. (Recommendation No. 43.)
- CPSM recommends that Records management and supervisors use national organization membership to participate in webinars and learn new contemporary methods that may help solve current and future challenges. As an example, the National Association of Government Archives and Records Administration (NAGARA) offers membership, training, conferences, and webinars for federal, state, and municipal records management staff and frontline professionals. (Recommendation No. 44.)
- CPSM recommends the use of per-diem and volunteer personnel for front counter duties and other types of clerical work as defined by the Records management team. This approach will reduce workload demands and allow technicians to learn other critical duties. (Recommendation No. 45.)
- It is recommended RPD encourage more use of online reporting with social media outreach, local news reporting, and website messaging. (Recommendation No. 46.)
- CPSM recommends RPD evaluate the current online reporting system and search for a more efficient vendor (similar to a Lexus/Nexus system). (Recommendation No. 47.)
- CPSM recommends RPD conduct yearly assessments of the workflow and responsibilities associated with FOIA requests as additional demands and laws emerge related to the release of police records. (Recommendation No. 48.)
- CPSM recommends RPD continue to address the issue of the backlog of records requests with the use of extra shifts in Traffic and Records as well as consider using retired (part-time) staffing to help with processing and document preparation. (Recommendation No. 49.)
- CPSM recommends that RPD research and evaluate the implementation of industry standard software to help with the tracking, organization, and managing of FOIA responses. This will greatly assist the staff in processing requests. (Recommendation No. 50.)

- Based on this year's audit report by the Municipal Auditing Department, CPSM recommends RPD ensure that the backlog of FOIA cases is improved by the six-month objective stated in the January 23rd, 2023, report. (Recommendation No. 51.)
- It is recommended that RPD develop a transition plan from UCR crime reporting to NIBRS in 2023. CPSM recommends RPD leadership carefully review the transition of new RMS software systems at regular command staff meetings to ensure milestones are reached. (Recommendation No. 52.)

§ § §

SECTION 5. UNIFORMED OPERATIONS

The Roanoke Police Department Uniform Operations Bureau provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed patrol activities, engaging in community problem solving, traffic enforcement, a school resource officer program, strategic planning, and animal protection and services. The bureau is comprised of two divisions: Patrol and Community Engagement. While each integrally supports the other, CPSM will address these functions separately. Reporting on each separately allows us to better comprehend each function and its independent as well as collective value in providing policing services to the City of Roanoke.

Uniform Operations serves under the direction of a deputy chief who reports directly to the chief of police. The Patrol Division and Community Response Division are each supervised by a captain. Seven lieutenants are assigned to the bureau, five in Patrol (one for each primary patrol platoon) and two in Community Response Division.

PATROL

Uniformed patrol is considered the “backbone” of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper staffing and allocation of these resources are critical to ensuring that the department is capable of both timely and efficient responses to emergency calls as well as providing general law enforcement services to the public.

Patrol Staffing/Schedule

Patrol has an authorized complement of four lieutenants, sixteen sergeants, and 100 patrol officers, per Operational Directive 41.1.1, Patrol Plan. This complement of personnel is responsible for 24/7 policing services in the City of Roanoke. During the CPSM site visit, Patrol was carrying 14 vacancies in the patrol officer ranks.

Staffing decisions, particularly for patrol, must be based on the actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it.

The following table reflects this alignment and the present staffing status by platoon, along with vacancies. These numbers may adjust frequently.

TABLE 5-1: Patrol Staffing by Platoon

Platoon	Lieutenant	Sergeant	Police Officer	Vacancies
Alpha	1	4	22	3
Bravo	1	4	21	4
Charlie	1	4	22	3
Delta	1	4	21	4
Sworn Total	4	16	86	14

Source: Roanoke Police Department

Supervision

It is common policing practice at agencies of Roanoke's size and staffing alignment that a lieutenant serves as the patrol "field commander." In doing so, lieutenants spend much of their time in the station handling various administrative duties related to patrol shift operations. They are also heavily burdened with collateral duties including project research, personnel mentoring/development, performance reviews, administrative reports, and attendance at department meetings. However, they will respond to the scene of major police incidents such as officer-involved shootings. All lieutenants are assigned administrative duties every Monday and do not work on Sundays to work on administrative duties and prepare for the crime control briefing (CompStat). CPSM attended the crime control briefing and found that the platoon lieutenants were not engaged, minimally contributed, and were not asked by command staff to identify problems, formulate solutions, provide implementation strategies, or suggest measures of effectiveness in addressing crime trends. The meeting was led by an iStar analyst and facilitated by a member of the command staff.

Sergeants are generally responsible for field supervision and serve as additional staff in support of patrol officers during especially busy periods. They provide for a critical need in directing and supervising field operations on a 24/7 basis.

Deployment Schedule

Patrol personnel work a 12-hour shift and are deployed into four platoons. The first-day watch shift is 6:00 a.m. to 6:00 p.m. while the second-day watch shift is 8:00 a.m. to 8:00 p.m. The first night shift is 6:00 p.m. to 6:00 a.m. and the last platoon's shift is 8:00 p.m. until 8:00 a.m. This schedule ensures that there is 24-hour coverage. The platoons are rotated from day watch to night watch every six weeks. The following table reflects this alignment, along with minimum staffing. Actual numbers can change frequently.

TABLE 5-2: Deployment Schedule/Minimum Staffing

Platoon	Hours	*Work Days	Lts.	Sgts.	P.O.	Actual	Min Staffing
Alpha Day	0600-1800	M, Tu, F, Sa, Su	1	2	8	7	9
Alpha Day 2	0800-2000	M, Tu, F, Sa, Su		1	8	7	9
Bravo Day	0600-1800	W, Thu,	1	2	8	7	9
Bravo Day 2	0800-2000	W, Thu		1	8	7	9
Charlie Night	1800-0600	M, Tu, F, Sa, Su	1	1	8	7	9
Charlie Night 2	2000-0800	M, Tu, F, Sa, Su		2	8	7	9
Delta Night	1800-0600	W, Thu	1	1	8	7	9
Delta Night 2	2000-0800	W, Thu		2	8	7	9

Note: *Workdays are rotated weekly between platoons allowing them to work different days of the week.

Staffing levels are affected by both the number of officers assigned to the patrol function as well as the impact of time off associated with vacations, training, court appearances, FMLA, and illness/injury, etc. In general, the combination of these leave factors results in officers being unavailable for a shift at a rate of 25 percent of the time. For instance, while a team may be staffed with 22 officers, only 17 officers may report to work due to various leave factors.

While this schedule allows for the continuity of team assignments and simplicity of scheduling, it does not necessarily allow for the appropriate deployment of staffing based on workload demands. For instance, as we discuss minimum patrol staffing next, we note that the department does not recognize the need to adjust minimum staffing levels based on hour of day and day of week. In so doing, the department schedules minimum night shift staffing and days shift minimum staffing with the same number of officers.

Minimum Staffing

Virtually all agencies establish minimum staffing levels for patrol functions. The primary reasons include ensuring that sufficient resources are available to respond to emergency calls for service, ensuring that sufficient resources are available to provide for the safety of the community and the department's deployed staff, and ensuring that resources are available to handle the volume of workload common in the community. As such, minimum staffing will vary from agency to agency based both on the size of the agency, and the nature and volume of the workload. It is often a subjective decision made by the department's leadership team. In this case, a deputy chief set the minimums for Patrol; however, this has apparently not changed since 2018 as memorialized in Operational Directive 41.1.1, Patrol Plan. If any adjustments have been made CPSM did not find any directives establishing new minimums.

The department has established a minimum staffing level of 18 officers on the combined day shifts and night shifts, with nine officers and three supervisors per platoon. Minimum staffing has been set by policy but is not followed as it has not been updated since 2018. This is not appropriate, as the chief must have the flexibility to adjust minimum staffing based on ever-changing workload conditions. The department includes K9 officers and trainees assigned to an FTO program as part of its minimum staffing complement. As noted, minimum staffing levels are established to address the need to have sufficient personnel available to respond to emergency calls for service and to ensure community and officer safety. In establishing minimum staffing levels, best practices suggest flexibility is warranted to vary staffing levels by both hour of day and day of the week, based upon need. Rarely would a minimum staffing level be static throughout the week or at all time periods of the day.

It is important to keep in mind that minimum standards are just that, minimums, not optimal. Minimums simply establish a reasonable number of personnel available to generally ensure citizen and officer safety and the ability to respond to emergency calls for service in a timely manner. Minimum staffing numbers may not allow for routine proactive policing, problem-solving, and timely response to non-emergency calls. However, minimum staffing should support the purpose of the patrol mission in handling community calls for service.

Less Lethal Options for Patrol Officers:

Roanoke police officers have limited availability of less lethal force options while on patrol. Although the department does have many of the standardized less lethal options in inventory and generally available, we believe there is an opportunity to more optimally deploy these options to ensure they are available when needed.

There is certain equipment such as beanbag shotguns and 40MM projectile platforms that are carried by sergeants in the field. These platforms can be delivered to a scene and deployed by a sergeant when the sergeant is available. This by itself is not uncommon. Most departments don't have adequate inventory to issue these pieces of equipment to everybody and we would not suggest that a department make that investment. However, there are limitations with this approach that can be mitigated with a broader deployment strategy and enhanced training.

By the nature of their position, sergeants hold the awesome responsibility of supervising and coordinating a response to potentially volatile situations. To the extent possible, sergeants should avoid having to get directly involved in the hands-on work so they can more effectively supervise the incident. This ability is compromised when they are tasked with the deployment of certain platforms designed for engagement.

RPD could adopt an approach of training several patrol officers in the proper deployment of these platforms and allow these officers to carry the equipment while on duty. This would increase the likelihood that the equipment will be in the field when requested and this would also relieve the sergeant of the need to manage equipment.

The deployment of Electronic Control Devices (ECDs), otherwise known as Tasers, is another area that should be examined. RPD purchased a limited number of ECDs for distribution throughout the department. Some employees have the equipment issued to them on a permanent basis. However, patrol officers are required to check out any remaining ECD units prior to their shift and return them when the shift is completed. This raises the possibility that some officers may at times be in the field without an ECD if they were not able to check one out. This can be easily rectified by purchasing enough ECDs for the entire patrol force, thus ensuring that officers are always equipped with them while on patrol.

§ § §

Call/Workload Demand

The CPSM work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to Patrol operation functions. We draw upon the data analysis report in the following pages to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment and readers are encouraged to thoroughly review it. The data analysis is rich with information, only a portion of which is included in this segment of the report. For purposes of our analysis, we use computer-aided dispatch (CAD) records supplied by the department's dispatch center. These records pertain to the identifiable workload associated with specific units and are the most accurate, verifiable, and comprehensive records available.

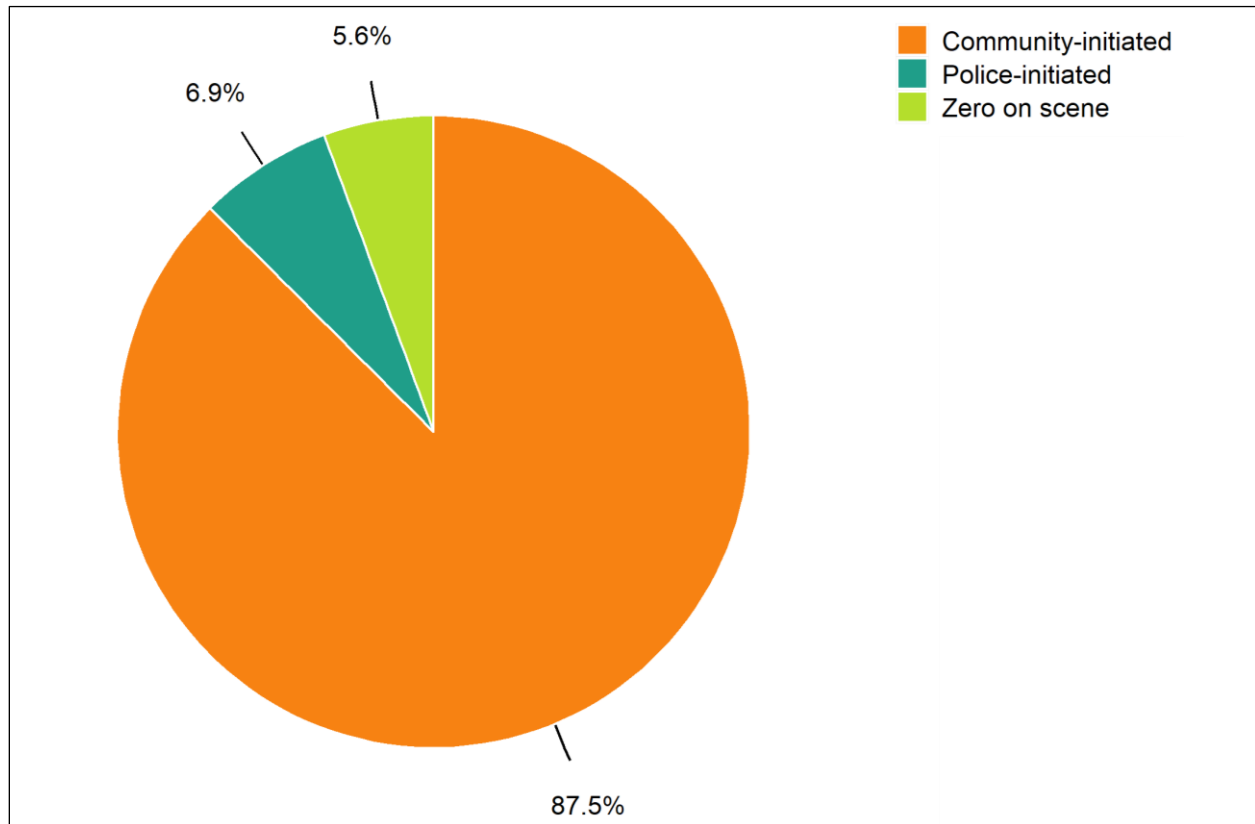
Crime statistics for the City of Roanoke indicate above-average rates of violent and property crimes compared to the State of Virginia and national rates (per 100,000 in population). These figures are discussed in Appendix B: Uniform Crime Report Information and depicted in that section's tables and figures. While fluctuations have occurred, crime has been trending downward over the past ten years. But as previously noted, overall crime rates have increased over the past few years, especially relative to violent crime.

Prevention of crime and the apprehension of criminals are at the forefront of responsibilities for police departments but demands on police resources involve much more than crime. Traffic investigations, community engagement, and maintaining peace and order are but a few of the many non-crime activities that fall into the scope of work of a police department.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

§ § §

FIGURE 5-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 85,837 events.

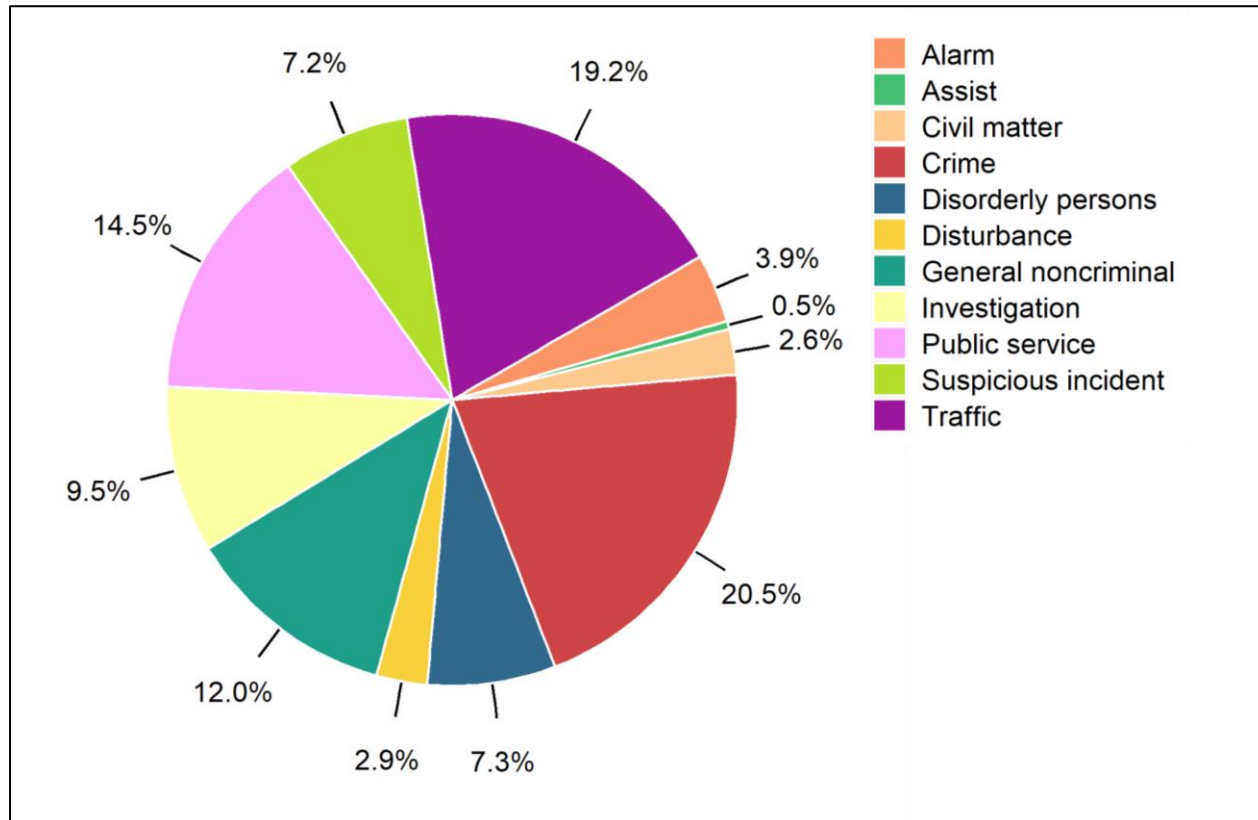
TABLE 5-3: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	75,109	205.8
Police-initiated	5,898	16.2
Zero on scene	4,830	13.2
Total	85,837	235.2

Observations:

- 6 percent of the events had zero time on scene.
 - The top descriptions for zero-on-scene events were “UNKNOWN SITUATION/UNKNOWN EMERGENCY,” “RECKLESS DRIVING,” and “PUBLIC SERVICE/POLICE INFORMATION.” These accounted for about 47 percent of total zero on scene calls.
 - Patrol units spent 917 minutes on these 4,830 events, which averaged about 2 minutes per call or 3 minutes per day.
 - 55 percent of these calls listed no unit en route, while 95 percent listed no arriving unit.
- 7 percent of all events were police-initiated.
- 88 percent of all events were community-initiated.

FIGURE 5-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table.

TABLE 5-4: Events per Day, by Category

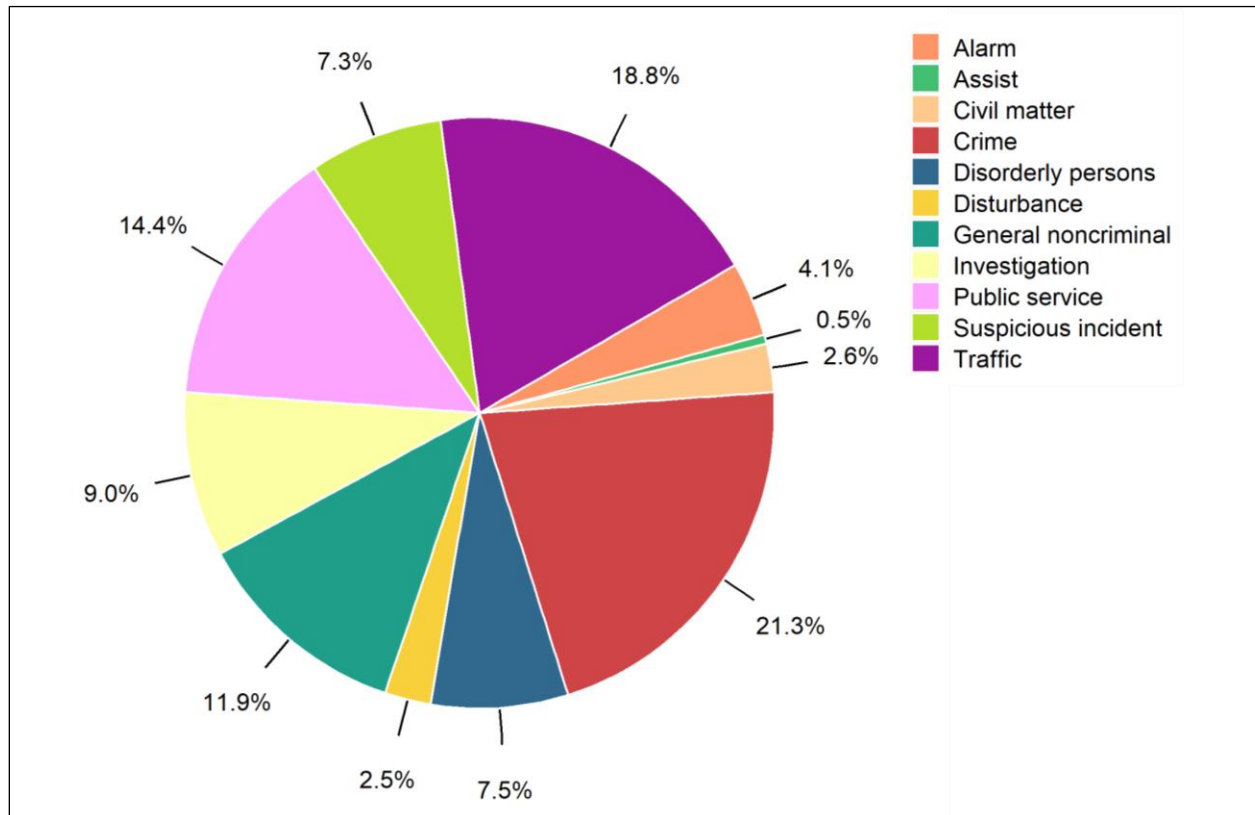
Category	No. of Events	Events per Day
Accident	5,127	14.0
Alarm	3,341	9.2
Animal call	2,755	7.5
Assist other agency	403	1.1
Civil matter	2,203	6.0
Crime against persons	8,112	22.2
Crime against property	8,740	23.9
Crime against society	782	2.1
Disorderly persons	6,240	17.1
Disturbance	2,460	6.7
Investigation	8,114	22.2
Juvenile	1,175	3.2
Mental health	3,242	8.9
Public service	12,445	34.1
Suspicious incident	6,187	17.0
Traffic enforcement	6,670	18.3
Traffic stop	4,696	12.9
Warrant/prisoner	3,145	8.6
Total	85,837	235.2

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top four categories accounted for 66 percent of events:
 - 21 percent of events were crimes.
 - 19 percent of events were traffic-related.
 - 14 percent of events were public service events.
 - 12 percent of events were general noncriminal events.

FIGURE 5-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table.

TABLE 5-5: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	5,065	13.9
Alarm	3,299	9.0
Animal call	2,375	6.5
Assist other agency	398	1.1
Civil matter	2,142	5.9
Crime against persons	7,973	21.8
Crime against property	8,555	23.4
Crime against society	707	1.9
Disorderly persons	6,091	16.7
Disturbance	2,036	5.6
Investigation	7,304	20.0
Juvenile	1,123	3.1
Mental health	3,115	8.5
Public service	11,674	32.0
Suspicious incident	5,950	16.3
Traffic enforcement	5,502	15.1
Traffic stop	4,655	12.8
Warrant/prisoner	3,043	8.3
Total	81,007	221.9

Note: The focus here is on recorded calls rather than recorded events. We removed 4,830 events with zero time on scene.

Observations:

- On average, there were 221.9 calls per day, or 9.2 per hour.
- The top four categories accounted for 66 percent of calls:
 - 21 percent of calls were crimes.
 - 19 percent of calls were traffic-related.
 - 14 percent of calls were public service calls.
 - 12 percent of calls were general noncriminal calls.

FIGURE 5-4: Calls per Day, by Initiator and Month

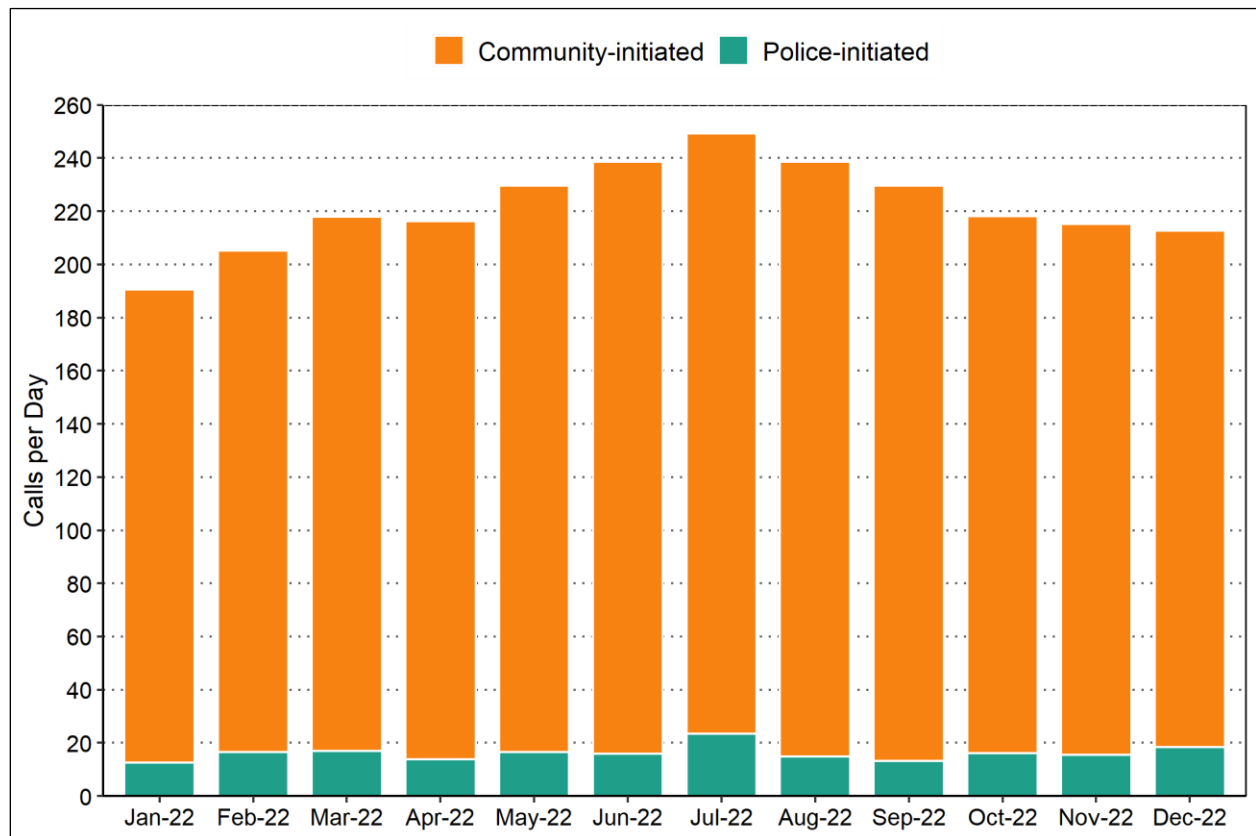


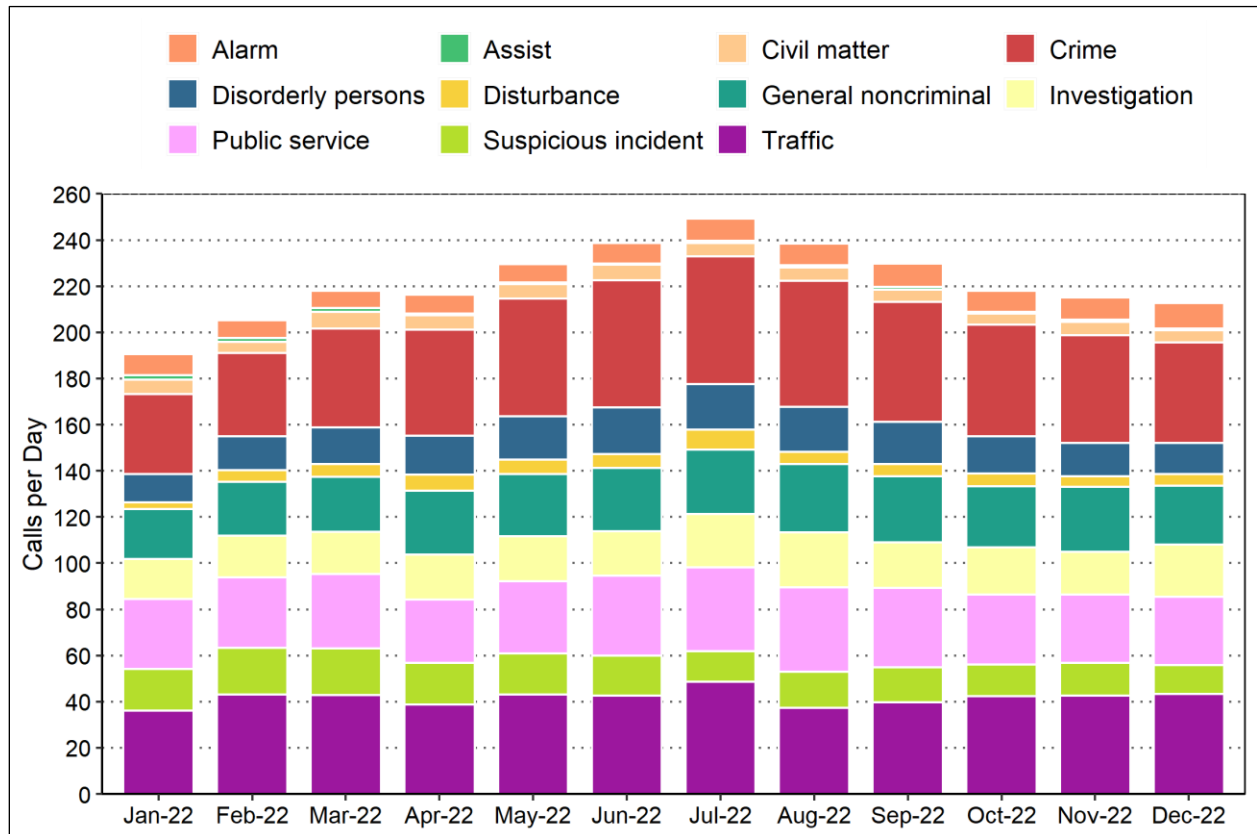
TABLE 5-6: Calls per Day, by Initiator and Month

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	178.0	188.6	201.1	202.4	213.0	222.7	226.0	223.7	216.6	202.1	199.7	194.3
Police	12.6	16.6	16.9	13.9	16.5	16.0	23.4	14.8	13.1	16.0	15.4	18.5
Total	190.6	205.2	218.0	216.3	229.5	238.7	249.4	238.6	229.7	218.1	215.1	212.7

Observations:

- The number of calls per day was lowest in January.
- The number of calls per day was highest in July.
- The months with the most calls had 31 percent more calls than the months with the fewest calls.
- July had the most police-initiated calls, with 85 percent more than January, which had the fewest.
- July had the most community-initiated calls, with 27 percent more than January, which had the fewest.

FIGURE 5-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table.

TABLE 5-7: Calls per Day, by Category and Month

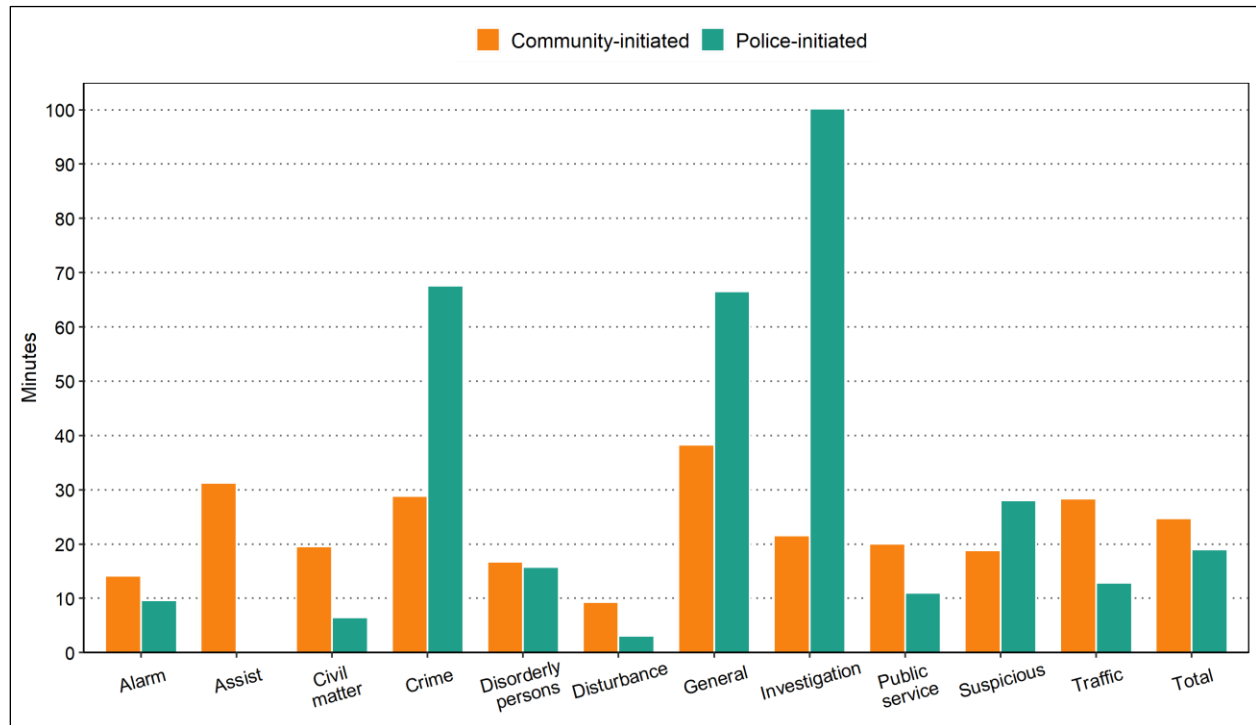
Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	11.8	14.8	13.8	12.7	14.0	13.5	12.4	13.6	14.7	15.0	16.3	14.1
Alarm	9.1	7.5	7.5	8.3	7.8	8.9	9.8	9.4	10.1	9.2	9.5	11.2
Animal call	5.5	5.3	4.8	7.4	6.1	8.4	7.5	6.7	7.3	6.5	6.8	5.8
Assist other agency	2.0	1.9	1.7	0.7	0.7	0.5	0.9	1.1	1.2	0.8	1.1	0.6
Civil matter	6.4	4.8	7.1	6.3	6.3	6.8	5.8	5.8	5.2	4.8	5.8	5.3
Crime against persons	16.8	15.7	20.0	21.5	25.2	24.3	26.1	23.8	23.8	24.0	20.9	19.5
Crime against	16.4	18.6	20.4	22.3	23.9	28.2	27.1	28.6	26.3	22.8	23.9	22.3
Crime against society	1.4	1.7	2.4	2.0	2.0	2.3	2.2	2.2	1.8	1.5	1.8	2.0
Disorderly persons	12.1	14.8	15.9	16.9	18.7	20.4	19.6	19.5	18.4	16.2	14.5	13.4
Disturbance	3.0	4.9	5.5	6.9	6.4	6.0	8.7	5.1	5.3	5.5	4.6	5.0
Investigation	17.3	18.1	18.1	19.5	19.5	19.1	23.0	23.8	19.7	20.5	18.7	22.5
Juvenile	2.2	2.6	3.0	3.4	2.9	4.0	3.2	3.2	3.8	3.3	2.5	2.8
Mental health	7.2	7.2	8.5	8.3	9.1	7.9	8.6	9.3	8.4	8.3	10.6	9.0
Public service	30.5	30.5	32.4	27.6	31.4	34.8	36.3	36.5	34.2	30.5	29.6	29.5
Suspicious incident	18.1	20.2	20.3	17.9	17.7	17.2	13.2	15.7	15.2	13.7	14.1	12.6
Traffic enforcement	14.5	15.0	16.1	15.5	16.7	16.6	16.8	12.5	14.9	14.3	13.8	14.3
Traffic stop	9.7	13.4	12.9	10.6	12.5	12.6	19.5	11.3	10.2	12.9	12.6	14.9
Warrant/prisoner	6.7	8.3	7.7	8.5	8.7	7.1	8.6	10.5	9.3	8.4	8.0	8.0
Total	190.6	205.2	218.0	216.3	229.5	238.7	249.4	238.6	229.7	218.1	215.1	212.7

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 64 and 68 percent of calls throughout the year:
 - Crime calls averaged between 34.6 and 55.4 calls per day throughout the year.
 - Traffic calls averaged between 36.0 and 48.7 calls per day throughout the year.
 - Public service calls averaged between 27.6 and 36.5 calls per day throughout the year.
 - General noncriminal calls averaged between 21.6 and 29.7 calls per day throughout the year.
- Crime calls accounted for 18 to 23 percent of total calls.

FIGURE 5-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table.

TABLE 5-8: Primary Unit's Average Occupied Times, by Category and Initiator

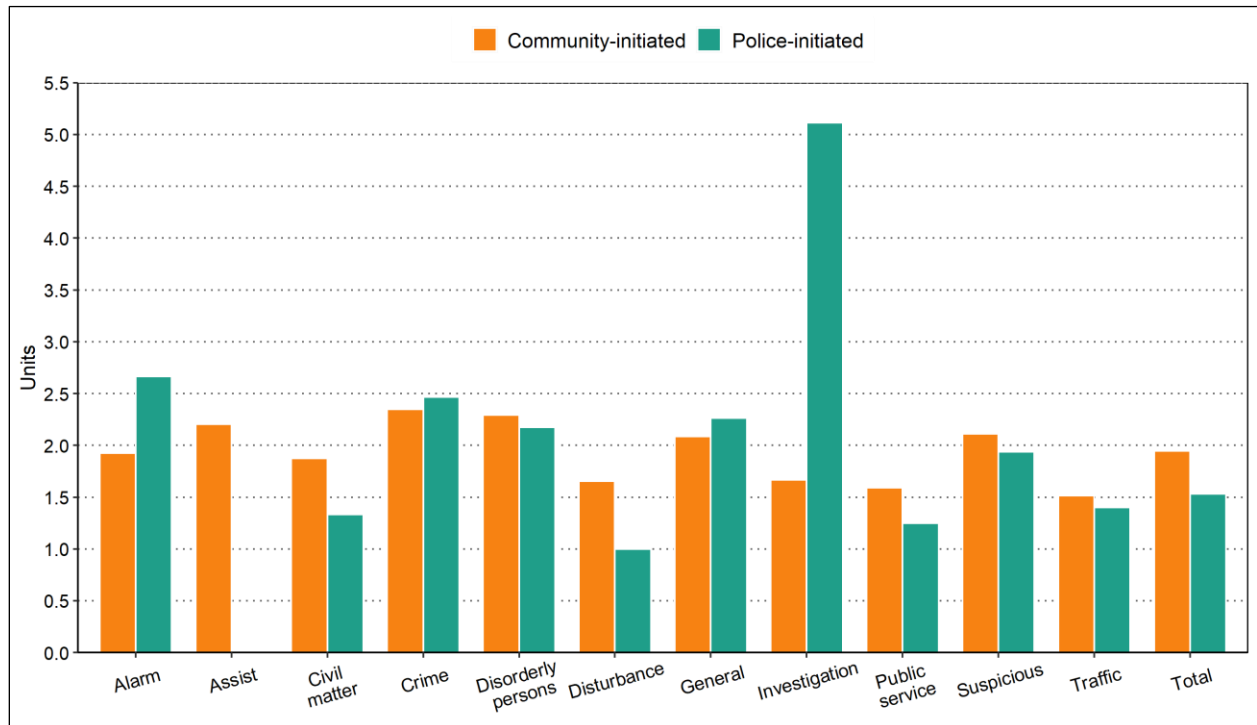
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	40.5	5,003	38.8	62
Alarm	14.1	3,296	9.6	3
Animal call	17.2	2,366	25.7	9
Assist other agency	31.2	398	NA	0
Civil matter	19.6	2,139	6.5	3
Crime against persons	33.0	7,887	46.1	86
Crime against property	25.0	8,498	41.3	57
Crime against society	29.2	575	93.0	132
Disorderly persons	16.7	6,068	15.8	23
Disturbance	9.3	2,035	3.1	1
Investigation	21.5	7,242	100.2	62
Juvenile	26.0	1,120	28.1	3
Mental health	52.7	3,112	206.2	3
Public service	20.1	11,332	11.0	342
Suspicious incident	18.8	5,887	28.0	63
Traffic enforcement	17.1	5,373	69.1	129
Traffic stop	NA	0	11.0	4,655
Warrant/prisoner	45.1	2,778	66.8	265
Weighted Average/Total Calls	24.7	75,109	19.0	5,898

Note: The information in Figure 5-6 and Table 5-8 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 3 to 100 minutes overall.
- The longest average times were for police-initiated investigation calls.
- The average time spent on crime calls was 29 minutes for community-initiated calls and 68 minutes for police-initiated calls.
 - Many police-initiated crime calls were traffic stops that became drug offenses.

FIGURE 5-7: Number of Responding Units, by Initiator and Category



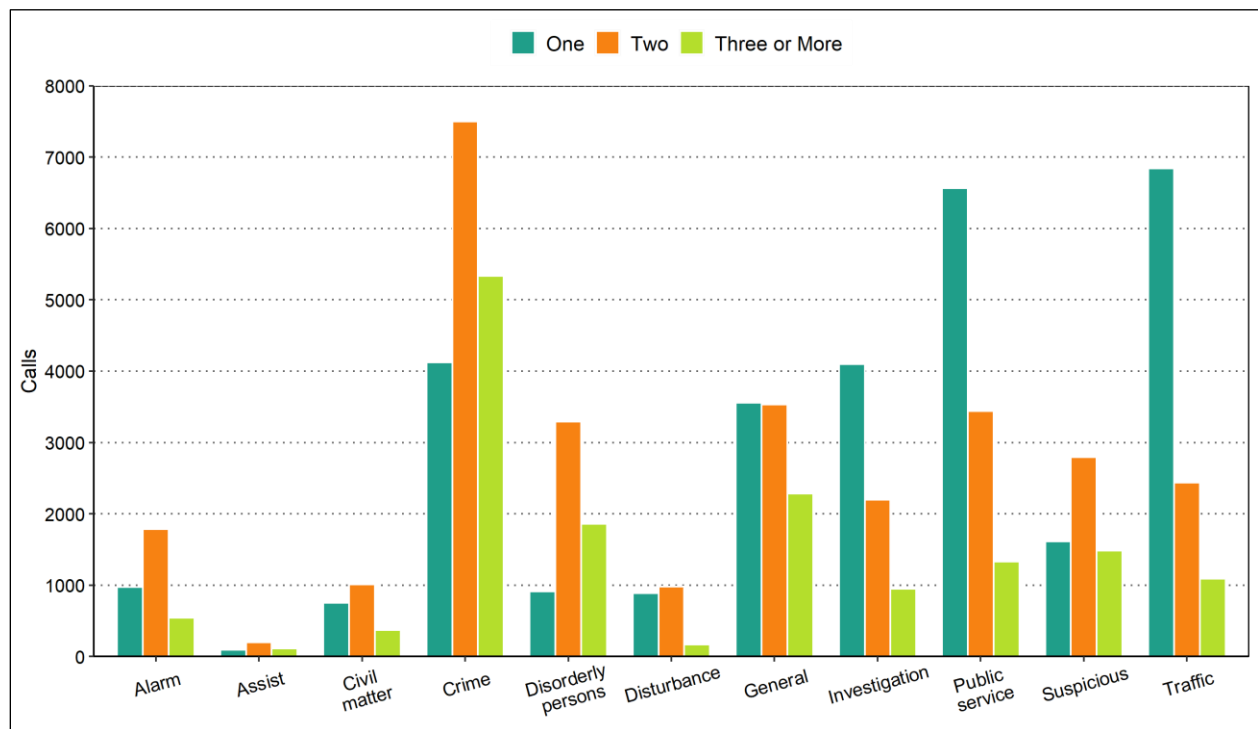
Note: The figure combines categories using weighted averages from the following table.

TABLE 5-9: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.7	5,003	2.2	62
Alarm	1.9	3,296	2.7	3
Animal call	1.3	2,366	1.2	9
Assist other agency	2.2	398	NA	0
Civil matter	1.9	2,139	1.3	3
Crime against persons	2.7	7,887	2.4	86
Crime against property	2.0	8,498	1.7	57
Crime against society	1.9	575	2.8	132
Disorderly persons	2.3	6,068	2.2	23
Disturbance	1.7	2,035	1.0	1
Investigation	1.7	7,242	5.1	62
Juvenile	2.2	1,120	1.3	3
Mental health	2.6	3,112	4.7	3
Public service	1.6	11,332	1.2	342
Suspicious incident	2.1	5,887	1.9	63
Traffic enforcement	1.3	5,373	2.0	129
Traffic stop	NA	0	1.4	4,655
Warrant/prisoner	2.2	2,778	2.3	265
Weighted Average/Total Calls	1.9	75,109	1.5	5,898

Note: The information in Figure 5-7 and Table 5-9 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 5-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table.

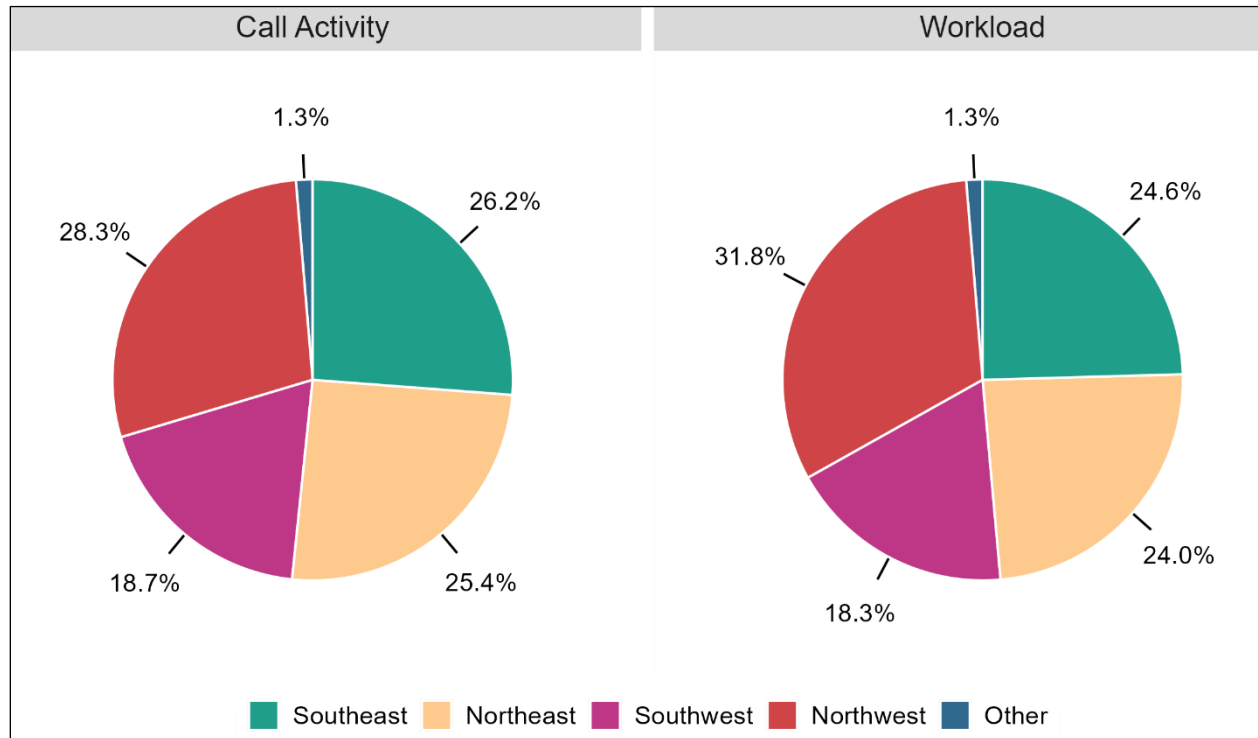
TABLE 5-10: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	2,763	1,460	780
Alarm	971	1,785	540
Animal call	1,747	480	139
Assist other agency	93	196	109
Civil matter	754	1,013	372
Crime against persons	1,267	3,342	3,278
Crime against property	2,635	3,915	1,948
Crime against society	223	243	109
Disorderly persons	913	3,294	1,861
Disturbance	887	978	170
Investigation	4,099	2,196	947
Juvenile	301	498	321
Mental health	694	1,362	1,056
Public service	6,562	3,443	1,327
Suspicious incident	1,610	2,796	1,481
Traffic enforcement	4,081	979	313
Warrant/prisoner	817	1,191	770
Total	30,417	29,171	15,521

Observations:

- The overall mean number of responding units was 1.5 for police-initiated calls and 1.9 for community-initiated calls.
- The mean number of responding units was as high as 5.1 for investigation calls that were police-initiated. Most police-initiated investigation calls (77 percent) were vehicle pursuits.
- 40 percent of community-initiated calls involved one responding unit.
- 39 percent of community-initiated calls involved two responding units.
- 21 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved crimes.

FIGURE 5-9: Percentage Calls and Work Hours, by Zone



Note: The "other" category includes calls at headquarters and outside Roanoke.

TABLE 5-11: Calls and Work Hours by Zone and District, per Day

Zone	District	Per Day		Population (Est. 2022)	Square Miles
		Calls	Work Hours		
Southeast	3	10.4	7.8	8,135	4.6
	7	22.6	13.9	4,341	1.0
	13	16.7	11.8	7,950	4.2
	Downtown	8.4	5.0	711	0.1
	Subtotal	58.1	38.6	21,137	10.0
Northeast	6	18.2	12.7	12,555	4.1
	12	20.5	13.6	6,736	5.3
	14	17.8	11.4	4,887	3.4
	Subtotal	56.5	37.7	24,178	12.8
Southwest	1	13.2	8.4	4,248	0.9
	5	9.4	6.7	4,219	1.5
	9	12.4	8.6	8,572	3.3
	11	6.6	5.1	8,811	3.7
	Subtotal	41.6	28.8	25,850	9.3
Northwest	2	15.7	12.7	7,812	3.7
	4	14.8	12.0	8,600	3.3
	8	17.6	13.4	7,011	2.2
	10	14.7	11.9	5,572	1.7
	Subtotal	62.8	50.0	28,995	10.9
Other	HQ	2.5	1.7	NA	NA
	Outside city	0.4	0.4	NA	NA
	Subtotal	3.0	2.1	NA	NA
Total		221.9	157.1	100,160	42.9

Observations:

- The Northwest zone had the most calls and largest workload; it accounted for 28 percent of total calls and 32 percent of total workload.
- An even distribution of calls and work would allot 54.8 calls and 38.8 work hours per zone.

FIGURE 5-10: Percentage Calls and Work Hours, by Category, Winter 2022

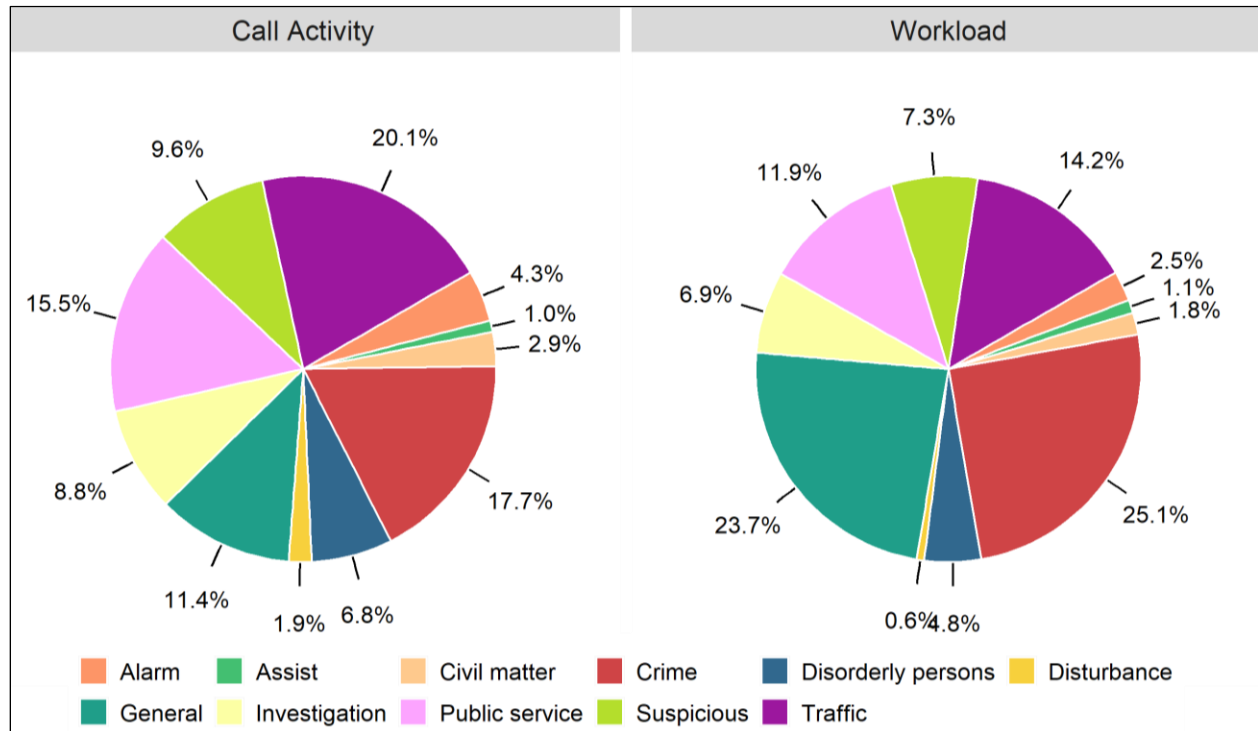


TABLE 5-12: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	13.3	12.6
Alarm	8.4	3.9
Animal call	5.3	1.9
Assist other agency	1.9	1.7
Civil matter	5.6	2.9
Crime against persons	15.8	23.2
Crime against property	17.4	13.6
Crime against society	1.5	2.2
Disorderly persons	13.3	7.4
Disturbance	3.8	1.0
Investigation	17.2	10.7
Juvenile	2.3	1.7
Mental health	7.1	23.7
Public service	30.4	18.5
Suspicious incident	18.8	11.3
Traffic enforcement	14.5	6.4
Traffic stop	11.5	3.1
Warrant/prisoner	7.7	9.6
Total	195.7	155.3

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 196 per day or 8.2 per hour.
- Total workload averaged 155 hours per day, meaning that on average 6.5 units per hour were busy responding to calls.
- Crime calls constituted 18 percent of calls and 25 percent of workload.
- Traffic calls constituted 20 percent of calls and 14 percent of workload.
- Public service calls constituted 16 percent of calls and 12 percent of workload.
- General noncriminal calls constituted 11 percent of calls and 24 percent of workload.
- These top four categories constituted 65 percent of calls and 75 percent of workload.

FIGURE 5-11: Percentage Calls and Work Hours, by Category, Summer 2022

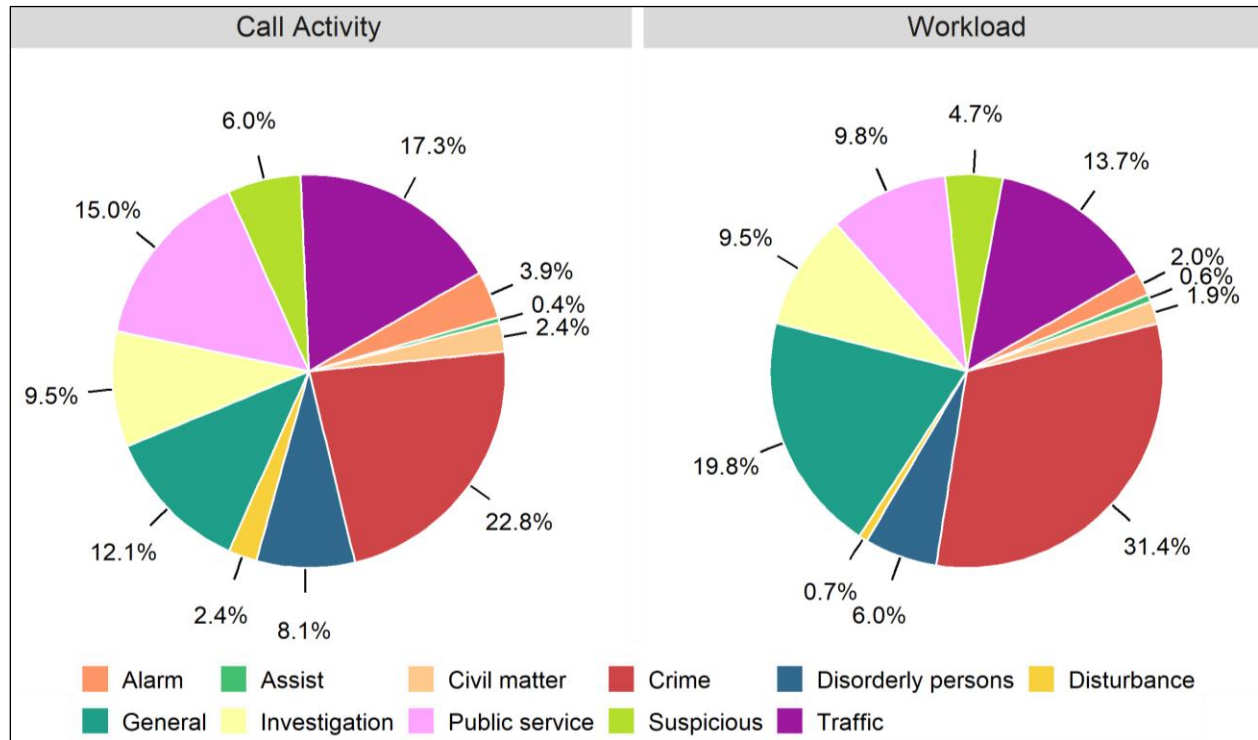


TABLE 5-13: Calls and Work Hours per Day, by Category, Summer 2022

Category	Per Day	
	Calls	Work Hours
Accident	13.0	13.8
Alarm	9.4	3.4
Animal call	7.1	2.6
Assist other agency	1.0	1.1
Civil matter	5.7	3.2
Crime against persons	24.6	32.4
Crime against property	28.1	19.8
Crime against society	2.2	1.5
Disorderly persons	19.4	10.2
Disturbance	5.7	1.2
Investigation	22.8	16.3
Juvenile	3.3	3.1
Mental health	8.9	16.7
Public service	36.2	16.7
Suspicious incident	14.5	8.1
Traffic enforcement	14.0	5.9
Traffic stop	14.8	3.7
Warrant/prisoner	9.8	11.4
Total	240.6	171.2

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.
- Total calls averaged 241 per day or 10.0 per hour.
- Total workload averaged 171 hours per day, meaning that on average 7.1 units per hour were busy responding to calls.
- Crime calls constituted 23 percent of calls and 31 percent of workload.
- Traffic calls constituted 17 percent of calls and 14 percent of workload.
- Public service calls constituted 15 percent of calls and 10 percent of workload.
- General noncriminal calls constituted 12 percent of calls and 20 percent of workload.
- These top four categories constituted 67 percent of calls and 75 percent of workload.

Out-of-Service Activities

In the period from January 1, 2022, through December 31, 2022, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to out-of-service activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- After these exclusions, 48,436 activities remained. These activities had an average duration of 22.0 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

TABLE 5-14: Activities and Occupied Times by Description

Code	Description	Occupied Time	Count
CK	Check property	7.1	616
DM	Disabled motorist	7.4	302
OV	Out of vehicle (foot patrol or business checks)	17.3	17,381
S3	Signal 3/arrest	21.6	392
SU	Checking suspicious person or vehicle	5.0	2,400
WS	Warrant service	8.0	3,562
Proactive – Weighted Average/Total Calls		14.5	24,653
HQ	At main police station	33.1	12,431
CT	Court-related duties	59.5	1,043
FO	Follow-up	16.4	3,868
GA	Garage (radio or vehicle service)	16.6	2,279
MT	Meeting	21.1	374
OS	Out of service	53.5	710
SA	Special assignment	40.9	963
Miscellaneous		43.0	480
Administrative – Weighted Average/Total Calls		30.7	22,148
ML	Meal break	21.4	1,029
PR	Personal reason (bathroom break)	12.0	606
Personal – Weighted Average/Total Calls		17.9	1,635
Weighted Average/Total Calls		22.0	48,436

Observations:

- The most common out-of-service activity was for “out of vehicle (foot patrol or business checks).”
- The activities with the longest average time were court-related duties.

FIGURE 5-12: Activities per Day, by Month

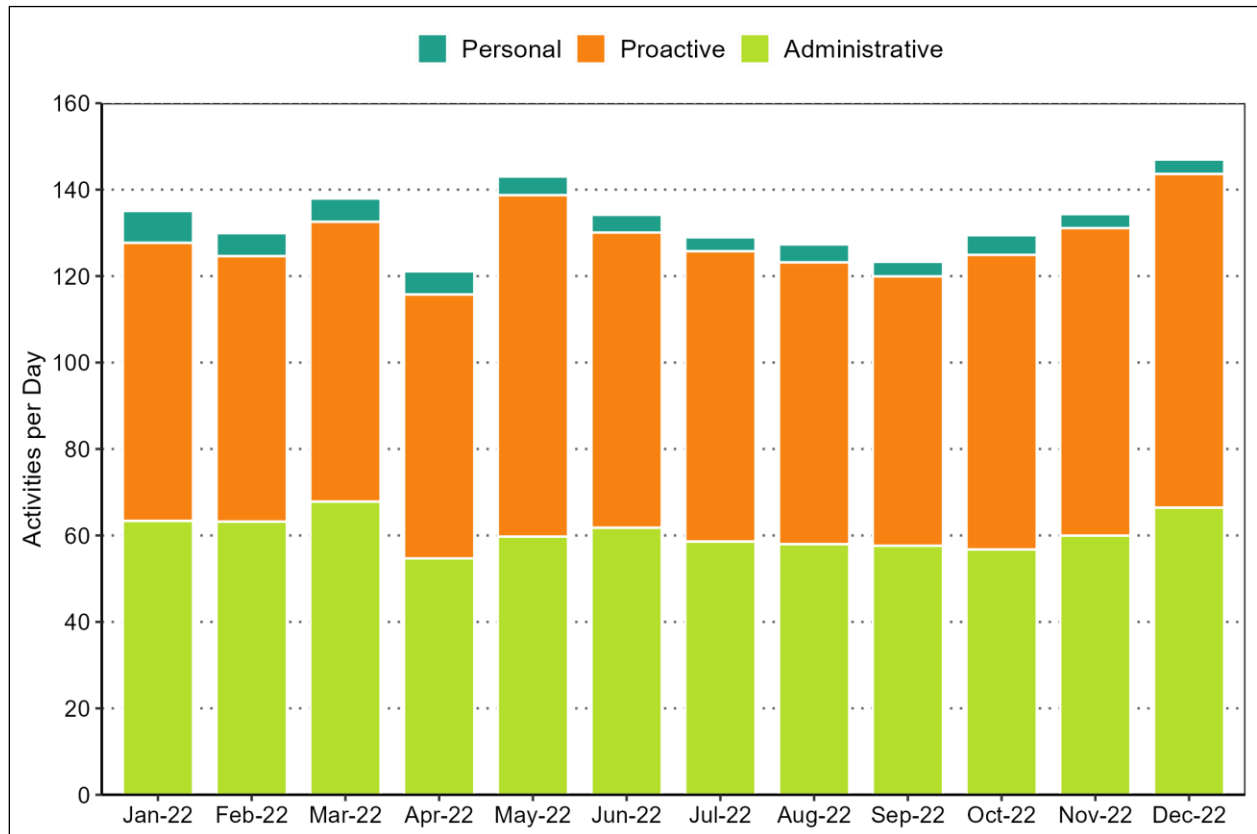


TABLE 5-15: Activities and Workload per Day, by Month

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Personal	7.4	5.3	5.4	5.4	4.3	4.1	3.2	4.2	3.4	4.5	3.2	3.4
Proactive	64.3	61.4	64.7	61.0	79.0	68.3	67.1	65.2	62.3	68.1	71.1	77.2
Administrative	63.4	63.2	67.8	54.7	59.7	61.8	58.6	58.0	57.6	56.8	60.0	66.5
Total	135.1	129.9	137.9	121.1	143.0	134.2	129.0	127.3	123.3	129.5	134.3	147.0

Observations:

- The number of activities per day was lowest in April.
- The number of activities per day was highest in December.

FIGURE 5-13: Activities per Day, by Day of Week

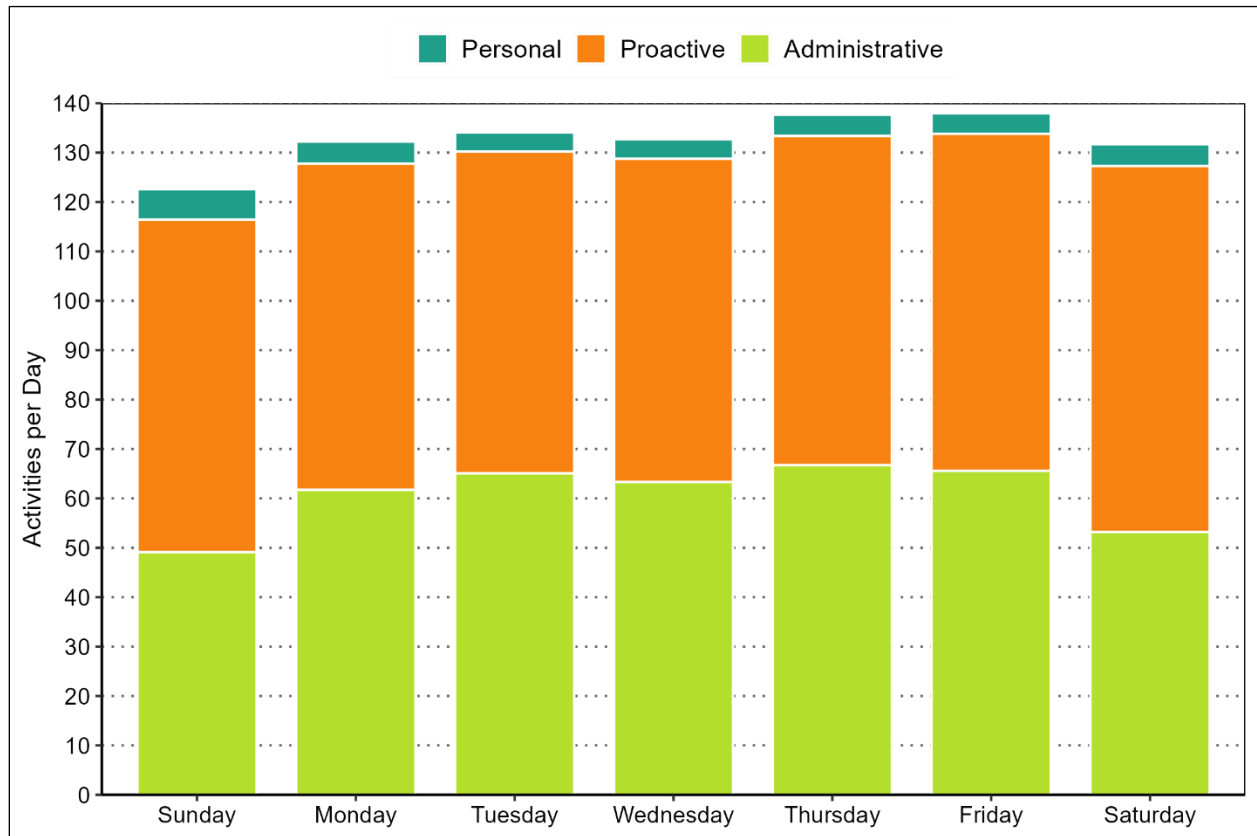


TABLE 5-16: Activities per Day, by Day of Week

Day of Week	Personal	Proactive	Administrative	Total
Sunday	6.2	67.2	49.2	122.6
Monday	4.5	65.9	61.8	132.2
Tuesday	3.9	65.1	65.1	134.1
Wednesday	3.9	65.5	63.3	132.7
Thursday	4.3	66.6	66.8	137.7
Friday	4.2	68.2	65.6	138.0
Saturday	4.4	74.1	53.2	131.7
Weekly Average	4.5	67.5	60.7	132.7

Observations:

- The number of out-of-service activities per day was lowest on Sundays.
- The number of out-of-service activities per day was highest on Fridays.

FIGURE 5-14: Activities per Day, by Hour of Day

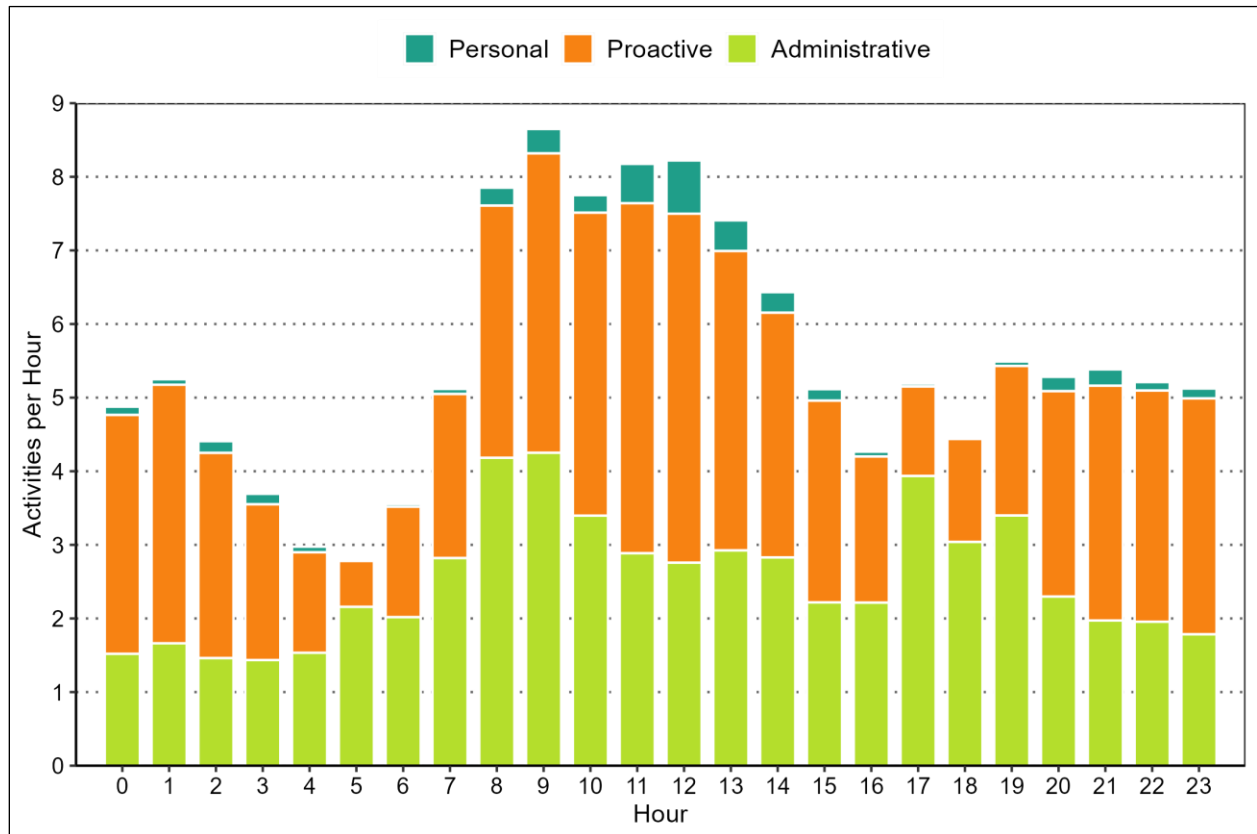


TABLE 5-17: Activities per Hour, by Hour of Day

Hour	Personal	Proactive	Administrative	Total
0	0.11	3.25	1.52	4.88
1	0.07	3.52	1.66	5.25
2	0.16	2.79	1.46	4.41
3	0.14	2.11	1.44	3.69
4	0.08	1.37	1.53	2.98
5	0.03	0.62	2.16	2.81
6	0.04	1.50	2.02	3.56
7	0.07	2.23	2.82	5.12
8	0.24	3.43	4.18	7.85
9	0.33	4.07	4.25	8.65
10	0.24	4.11	3.40	7.75
11	0.53	4.76	2.89	8.18
12	0.72	4.74	2.76	8.22
13	0.42	4.06	2.93	7.41
14	0.28	3.32	2.83	6.43
15	0.16	2.74	2.22	5.12
16	0.07	1.98	2.22	4.27
17	0.04	1.21	3.94	5.19
18	0.02	1.40	3.04	4.46
19	0.06	2.03	3.40	5.49
20	0.19	2.79	2.30	5.28
21	0.22	3.19	1.97	5.38
22	0.12	3.13	1.96	5.21
23	0.13	3.20	1.79	5.12
Hourly Average	0.19	2.81	2.53	5.53

Observations:

- The number of activities per hour was lowest between 5:00 a.m. and 6:00 a.m.
- The number of activities per hour was highest between 9:00 a.m. and 10:00 a.m.

Patrol Deployment vs. Workload Demand

As previously mentioned, uniformed patrol is considered the “backbone” of American policing. Proper staffing and allocation of these resources are critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

Staffing decisions, particularly for patrol, must be based on actual workload as well as ensuring that sufficient staffing exists to respond to emergency situations involving the safety of the public and officers alike. Once the actual workload is determined, and the amount of discretionary time is determined, then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund service. The Roanoke Police Department is a full-service police department whose philosophy is to address essentially all requests for service in a community policing style. Therefore, it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand the actual workload (the time required to complete certain activities), it is critical to review the total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type enables the identification of activities that are really “calls” from those activities that are some other types of events.

In general, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the Patrol Saturation Index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for a discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which the costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of the time is downtime or break time. It reflects the extent to which patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to the current time spent providing services.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once that threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes, "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit, the department is authorized for 263 full-time sworn officers. When fully staffed, 120 of those personnel would be assigned to patrol functions (including lieutenants, sergeants, and officers). Thus, if fully staffed, patrol staffing would represent just 46 percent of total sworn staffing, which does not meet the Rule of 60 recommendation.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service and self-initiated arrests, etc. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands in the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It simply reflects the point at which patrol officer time is "saturated" by CFS.

It is CPSM's contention that patrol staffing is optimally deployed when the SI is below the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels significantly lower than 60 percent, however, indicate patrol resources may be underutilized, and may signal an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that no more than 60 percent of any officer's time be committed to CFS in any given hour. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated but consistent and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions. Other factors such as the availability of sufficient resources to respond to emergency calls safely, efficiently, and effectively for service must be considered.

Discussion on Identifying All Workload

The CPSM team had extensive discussions with the Roanoke Police Department about measuring the workload for the Patrol Division. Although some officers conveyed that they had some time during their shifts to engage in proactive policing, most felt they were very busy. Because of the pace of work and a demanding call load was described, they were hesitant to engage in additional activity beyond responding to calls for service.

The department had concerns that the data CPSM compiled from the CAD system did not reflect the actual workload in Patrol. There is likely some accuracy in these concerns. The following are some of the concerns that we discussed with the staff.

- The department was concerned that the workload data only represents the patrol workload; it does not address the calls and service demand offset by the department's specialized units and officer proactive community responses. This concern was accurate, as this portion of our analysis focused specifically on the patrol function. If those proactive units are seen as regularly responding to calls during their shift, they would be counted in the analysis. However, if they only responded to calls occasionally, they would be excluded so as not to negatively impact the saturation index. If the specialized units were included in this analysis it is likely the saturation index would be lower than what is recorded in this report.
- Concerns were raised that this data does not accurately capture what the average officer was doing throughout their shift. There is a culture in policing and certainly in the Roanoke Police Department to remain available on the dispatch screen as much as possible. District integrity is a concept that is used in police departments nationwide. It effectively means there is an expectation that any work that arises within a district is the responsibility of the officer assigned the beat. It is ingrained into the culture of policing that a beat officer should not allow other officers to have to take reports on their beat. Dispatchers will sometimes hold calls for a beat officer to come available before sending another unit. It's only when the priority of the call is urgent that other units will be dispatched. To minimize this from happening individual officers will often clear an existing call to go back into service in case there is another call waiting. Officers will do this even if paperwork and follow-ups need to be completed on the previous call. Often, the additional work involved in a call will take place while an officer is showing 'available' for another call for service rather than showing 'busy' on the actual work being done.

The 60 percent saturation index (SI) that is used to measure a department's patrol workload includes a combination of citizen-initiated calls for service, 'necessary' officer administrative time, directed patrol, and officer-initiated activity. In Roanoke, the SI hovers at just below the 60 percent threshold for a good portion of the day and exceeds the threshold multiple times throughout the day.

The reported workload suggests that officers have a limited amount of time during their shifts to engage in proactive policing. However, bringing patrol to its authorized strength would alleviate some of this issue. It is important to note that 'proactive policing' does not automatically infer making more enforcement stops, arresting more people, or issuing more traffic tickets. Although those metrics are often used, proactive policing can include positive interactions with the public, community engagement, foot patrols, and the like. During focus groups conducted with the officers, it was expressed that the officers did not know what the current strategic plans or objectives were for the department. They were unsure what the crime reduction goals were, what the community engagement expectations were, and what objectives were identified to meet established goals if any. The officers attributed this to an outdated, unused strategic plan and poor communication with the management team.

CPSM recommends the Roanoke Police Department management meet with frontline supervisors and watch commanders to develop strategies and department expectations for officer activity and productivity during unstructured patrol time. Additionally, an accurate daily field activity report should be considered for accountability of time, activity, and utilization as a supervisor evaluation and audit tool. There should be an understanding of what the officers are doing in the field for productivity, accountability, and community engagement once objectives and strategies are developed.

CPSM learned that the lieutenants do not review, approve, or read crime reports or arrests prepared or made by police officers as part of their duty when acting as the shift commander. The lieutenants are mainly occupied with administrative duties and are rarely out in the field. This responsibility was delegated to the shift sergeants via an electronic format. Best practice arguments can be made for a shift commander to have real-time situational awareness on developing crime trends, managing operational needs, understanding community issues, managing calls for service, all while providing leadership to the shift to address the immediate needs of the department, community, and officers. A shift commander should have a daily operational awareness of all units' (including specialized and investigative) activities on the watch while being held accountable for all activities involving their shift.

CPSM was also made aware that the shift commanders do not work in an operational central command center or watch commanders' office. They work from their administrative offices on the third floor of the Police Building. Field sergeants handle all field activities and only keep the lieutenants informed of field activities at their discretion. Although this is one method of running daily operations, best practices have shown that having a central command area or watch commanders' office lends itself to better management and situational awareness of daily operations of the command.

Deployment and All Workload Data

For our study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The department's main patrol force consists of patrol units and sergeants, operating on 12-hour shifts starting at 6:00 a.m., 8:00 a.m., 6:00 p.m., and 8:00 p.m. The police department's main patrol force deployed an average of 16.8 officers per hour during the 24-hour day in winter 2022 and an average of 16.3 officers per hour in summer 2022. When additional units are included (e.g., beat patrol units/foot patrol downtown, bicycle patrol units, K-9 units, and patrol lieutenants), the department averaged 17.9 units per hour during the 24-hour day in winter 2022 and 17.3 units per hour during the 24-hour day in summer 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 5-15: Deployed Officers, Weekdays, Winter 2022

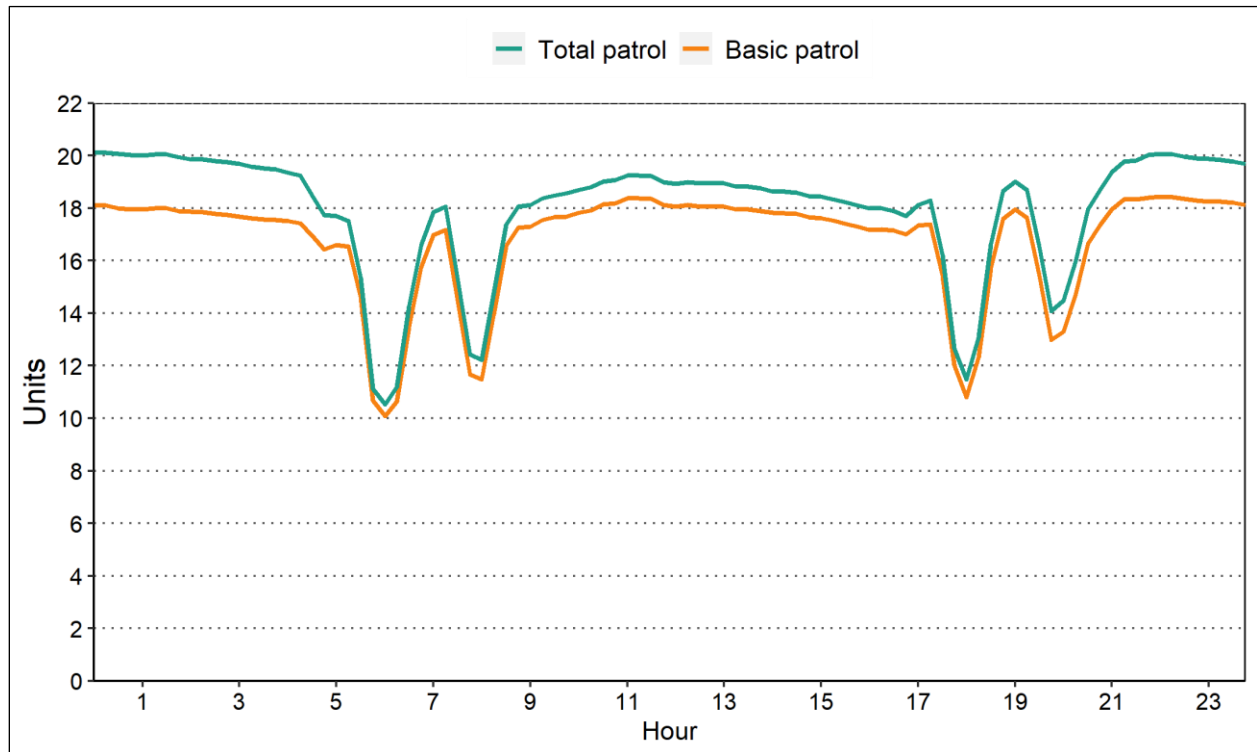


FIGURE 5-16: Deployed Officers, Weekends, Winter 2022

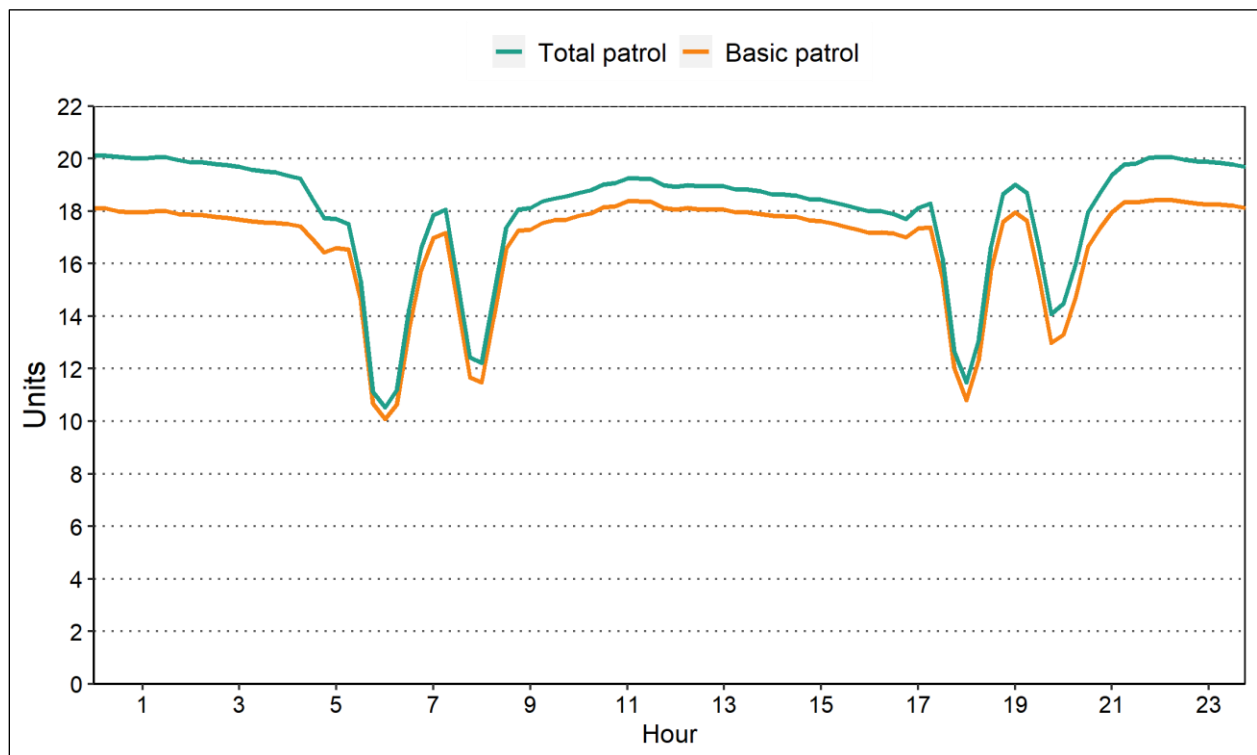


FIGURE 5-17: Deployed Officers, Weekdays, Summer 2022

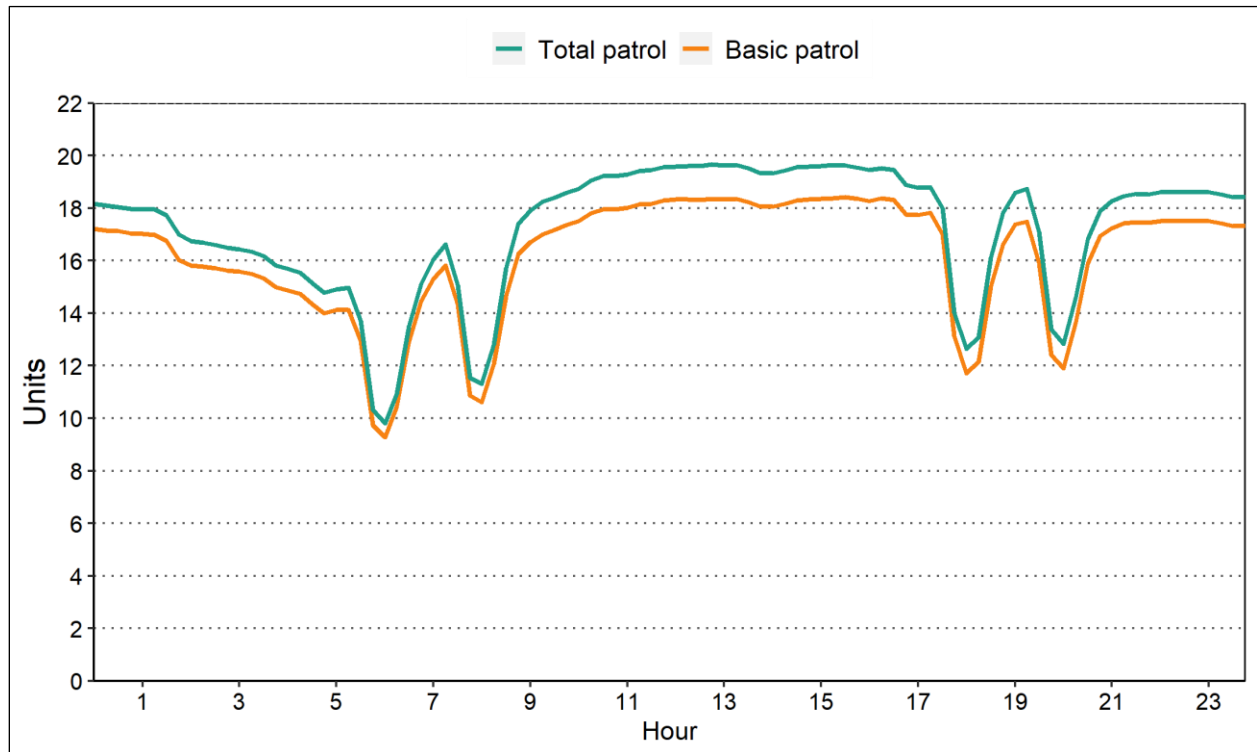
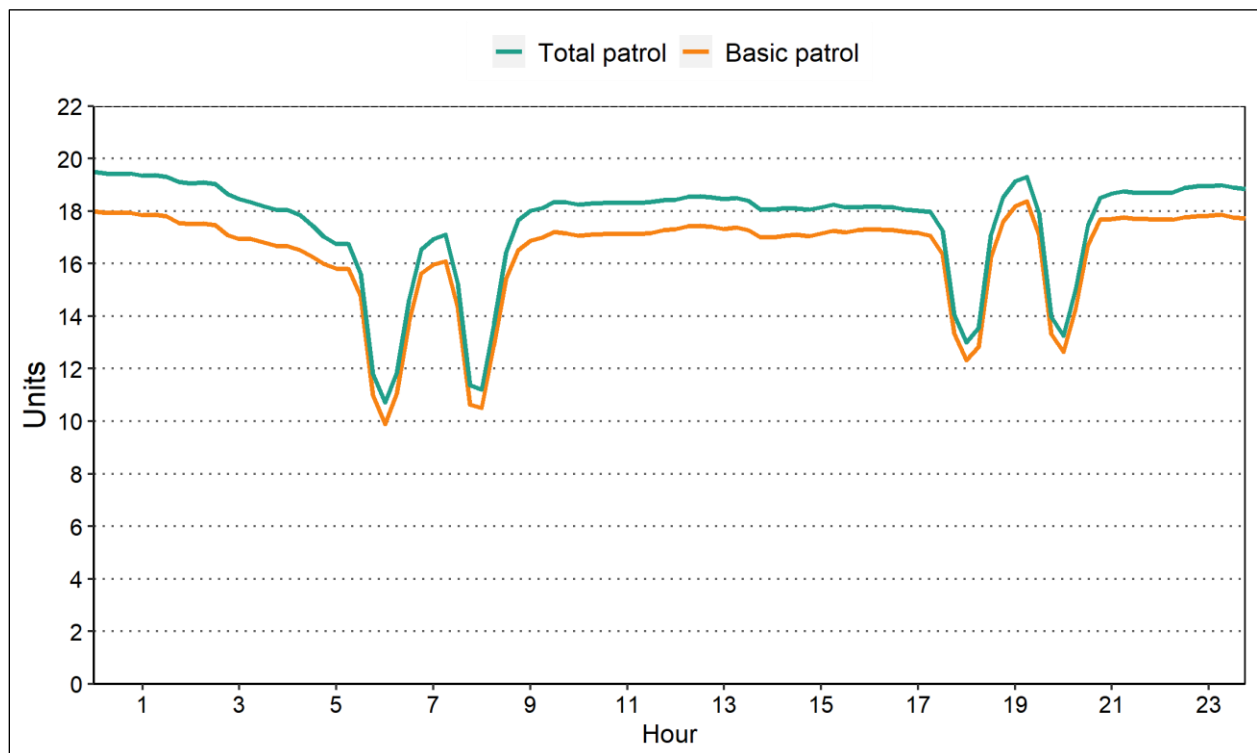


FIGURE 5-18: Deployed Officers, Weekends, Summer 2022



Observations:

- For Winter (January 4 through February 28, 2022):
 - The average deployment was 17.8 units per hour during the week and 18.0 units per hour on the weekend.
 - Average deployment varied from 9.7 to 20.6 units per hour on weekdays and 10.5 to 20.1 units per hour on weekends.
- For Summer (July 7 through August 31, 2022):
 - The average deployment was 17.2 units per hour during the week and 17.5 units per hour on the weekend.
 - Average deployment varied from 9.8 to 19.7 units per hour on weekdays and 10.7 to 19.5 units per hour on weekends.

§ § §

FIGURE 5-19: Deployment and All Workload, Weekdays, Winter 2022

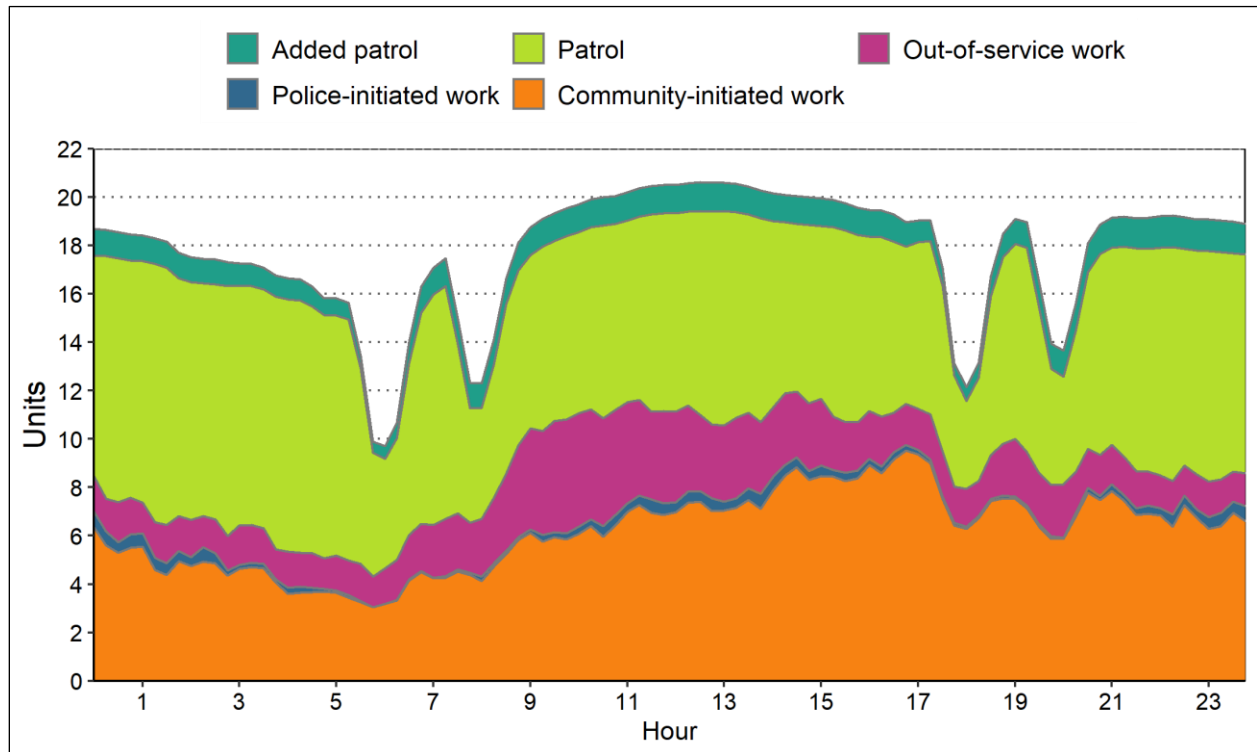


FIGURE 5-20: Deployment and All Workload, Weekends, Winter 2022

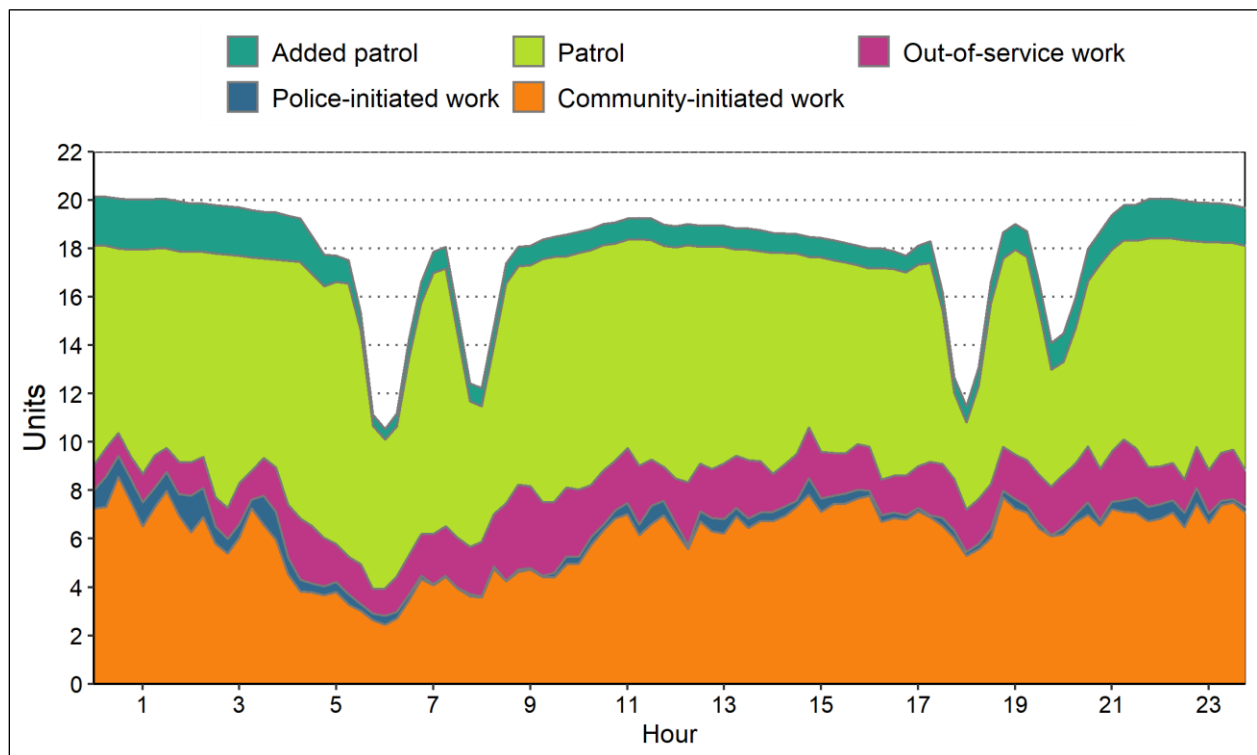


FIGURE 5-21: Deployment and All Workload, Weekdays, Summer 2022

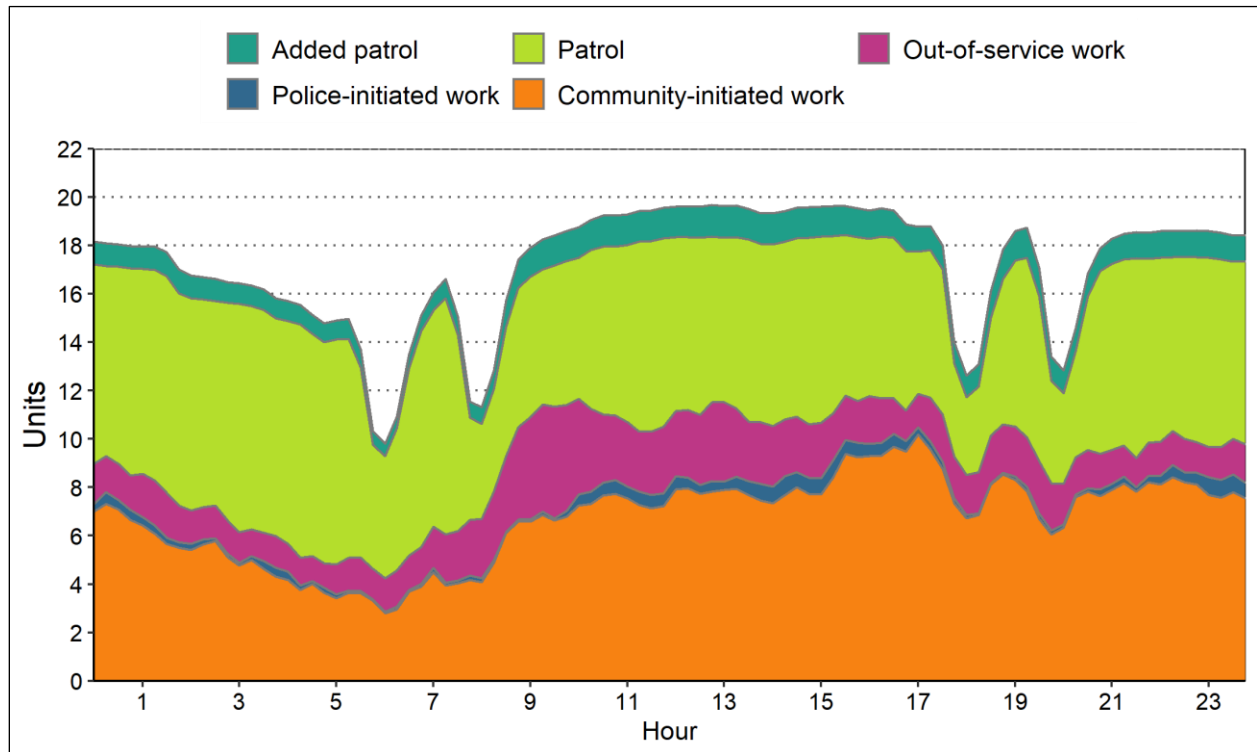
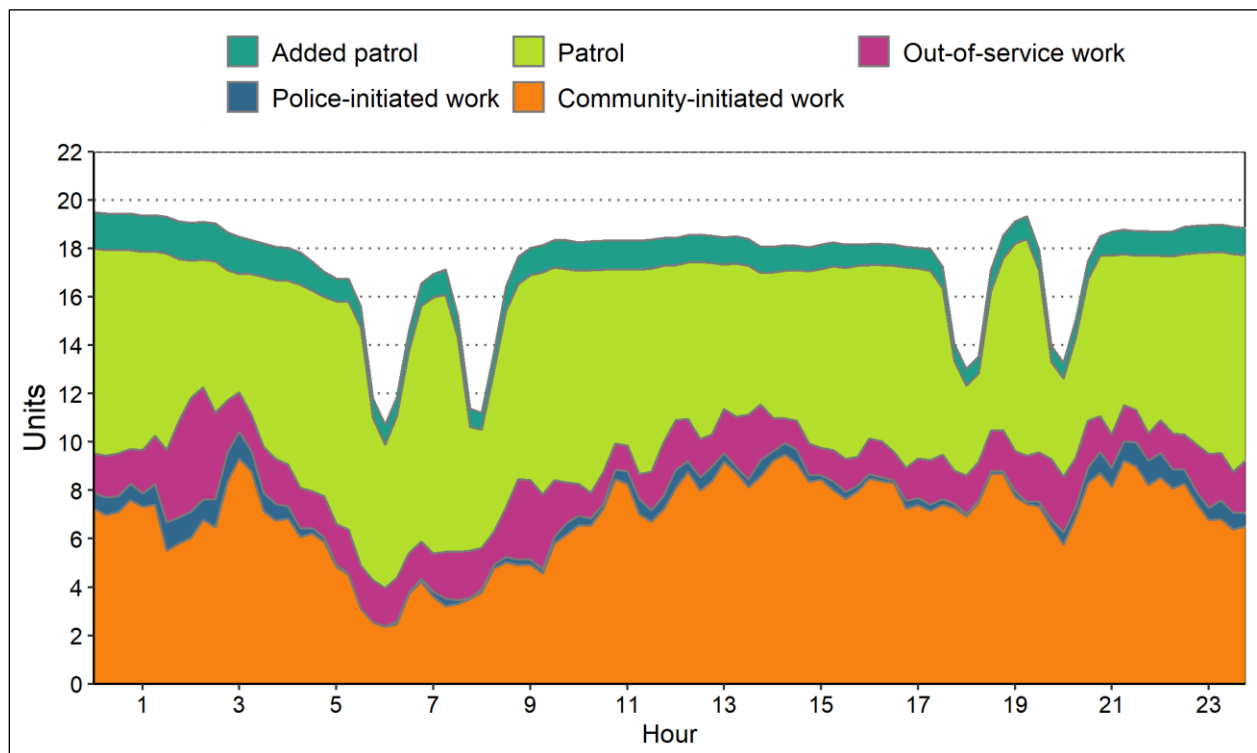


FIGURE 5-22: Deployment and All Workload, Weekends, Summer 2022



Note: Figures 5-19 to 5-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, and out-of-service work.

Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 6.2 units per hour during the week and 6.0 units per hour on weekends.
 - This was approximately 35 percent of hourly deployment during the week and 34 percent of hourly deployment on weekends.
- All work:
 - Average workload was 8.7 units per hour during the week and 8.4 units per hour on weekends.
 - This was approximately 49 percent of hourly deployment during the week and 46 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 6.7 units per hour during the week and 6.9 units per hour on weekends.
 - This was approximately 39 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.
- All work:
 - Average workload was 9.0 units per hour during the week and 9.2 units per hour on weekends.
 - This was approximately 52 percent of hourly deployment during the week and 52 percent of hourly deployment on weekends.

§ § §

FIGURE 5-23: Percentage of Workload, Weekdays, Winter 2022

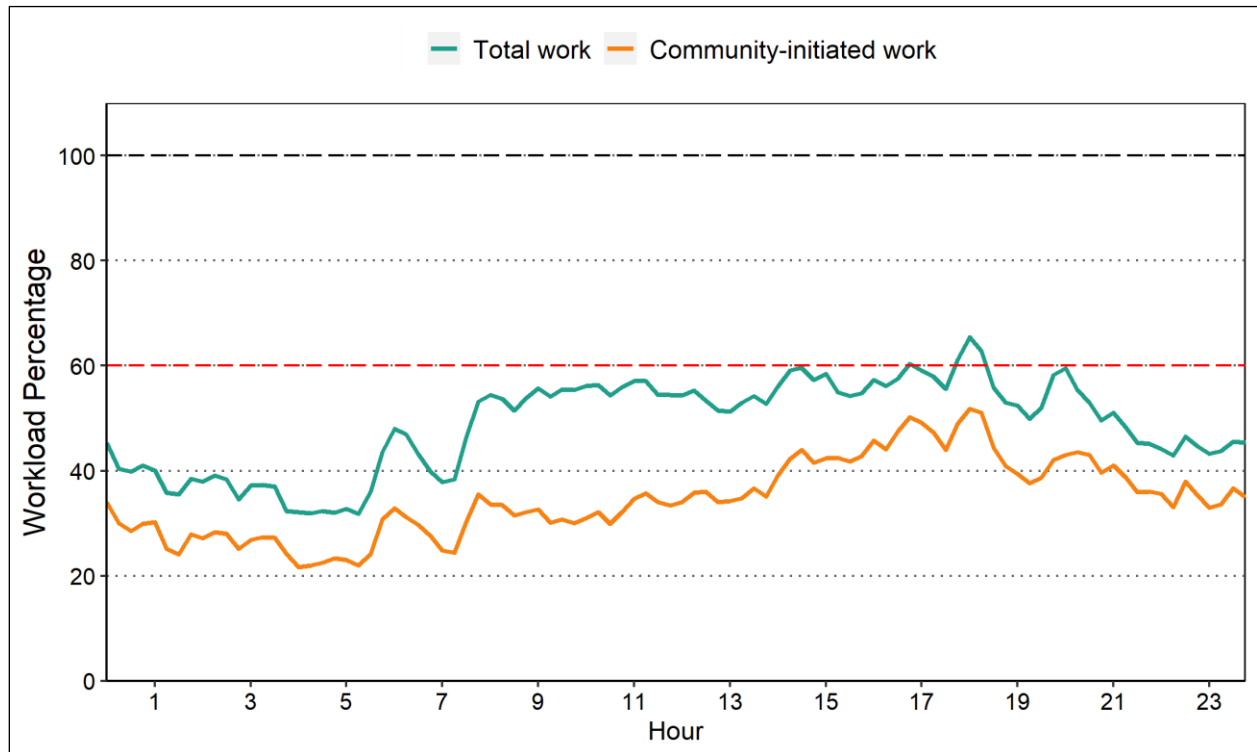


FIGURE 5-24: Percentage of Workload, Weekends, Winter 2022

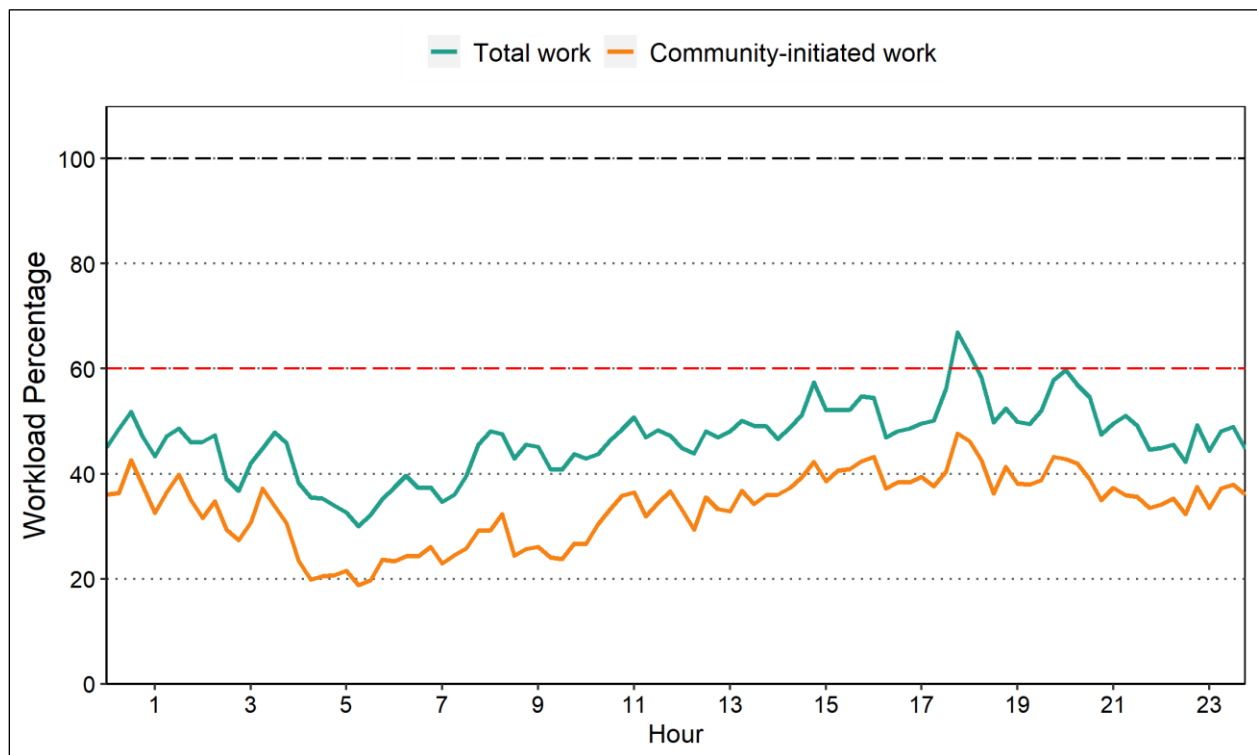


FIGURE 5-25: Percentage of Workload, Weekdays, Summer 2022

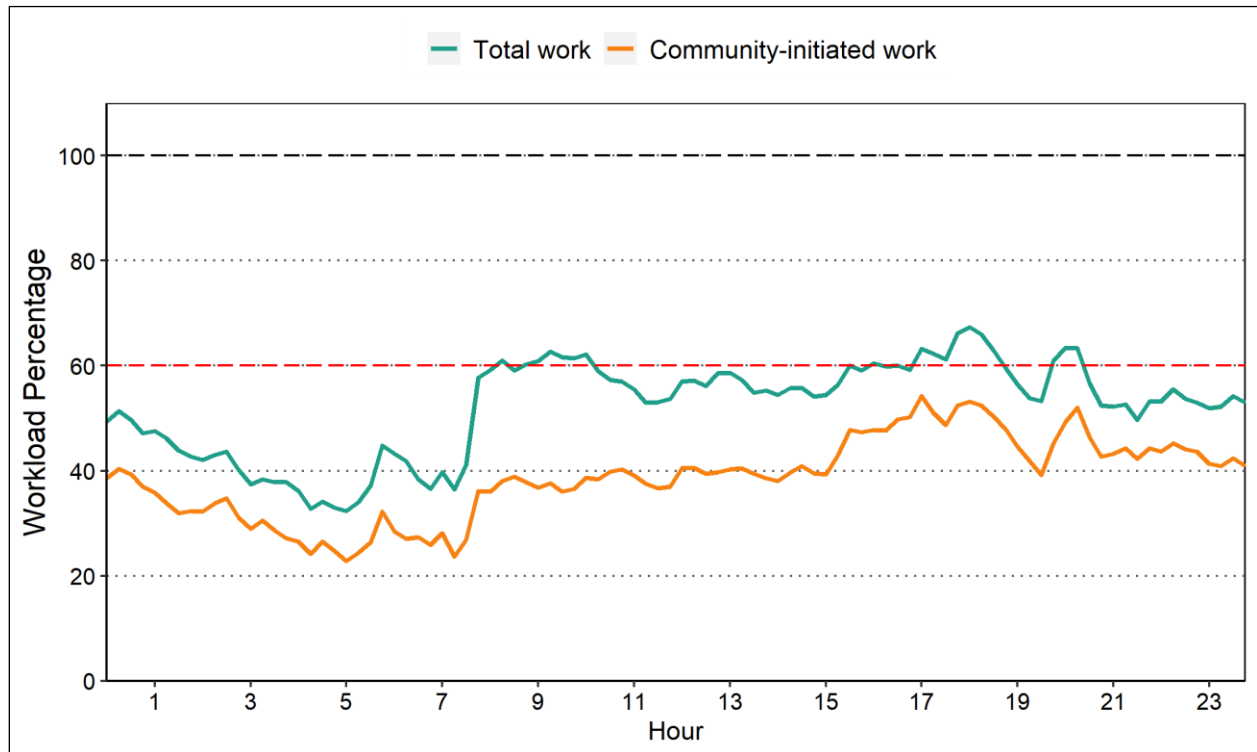
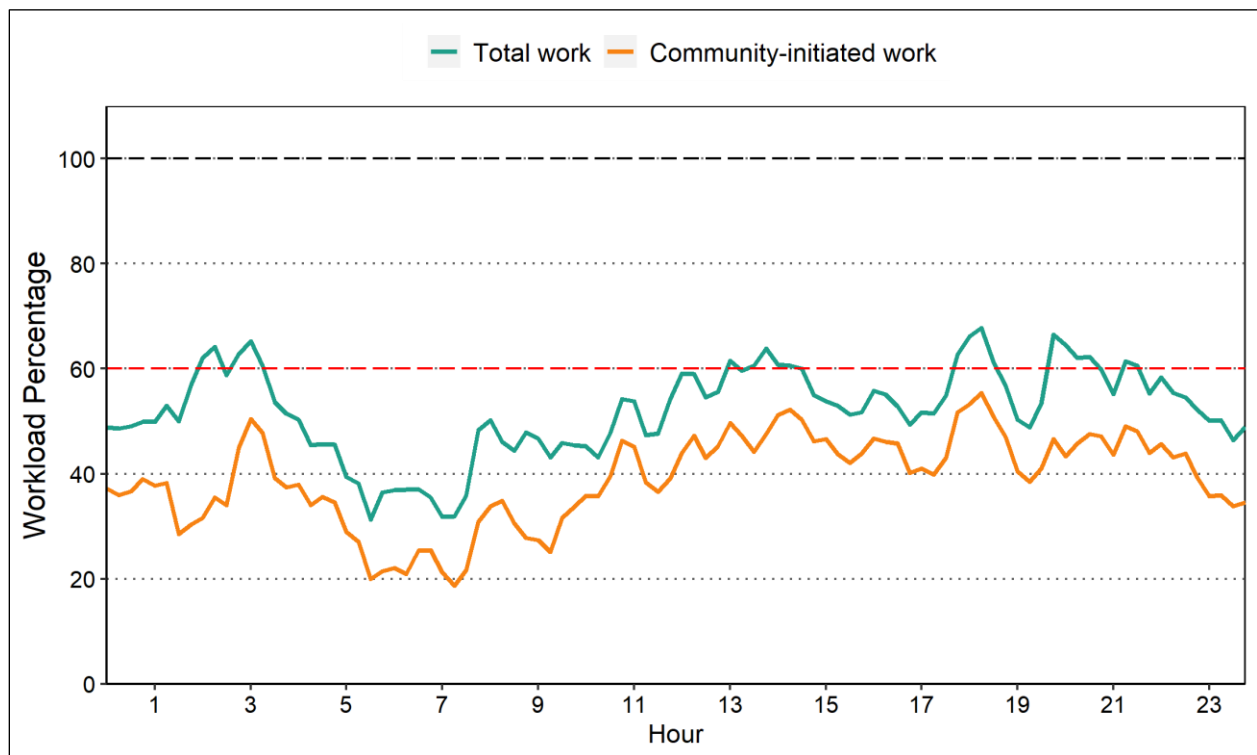


FIGURE 5-26: Percentage of Workload, Weekends, Summer 2022



Observations:

Winter:

- Community-initiated work:
 - During the week, the workload reached a maximum of 52 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 48 percent of deployment between 5:45 p.m. and 6:00 p.m.
- All work:
 - During the week, the workload reached a maximum of 65 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 67 percent of deployment between 5:45 p.m. and 6:00 p.m.

Summer:

- Community-initiated work:
 - During the week, the workload reached a maximum of 54 percent of deployment between 5:00 p.m. and 5:15 p.m.
 - On weekends, the workload reached a maximum of 55 percent of deployment between 6:15 p.m. and 6:30 p.m.
- All work:
 - During the week, the workload reached a maximum of 67 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 68 percent of deployment between 6:15 p.m. and 6:30 p.m.

§ § §

Patrol Recommendations:

- CPSM recommends that Patrol staffing be increased to its authorized complement of four lieutenants, sixteen sergeants, and 100 patrol officers per Operational Directive 41.1.1, Patrol Plan. (Recommendation No. 53.)
- CPSM recommends that the department update all policies related to patrol operations. (Recommendation No. 54.)
- It is recommended that patrol minimums be evaluated on a regular basis using a workload analysis every six months and which considers deployment needs by hours of the day and days of the week. (Recommendation No. 55.)
- CPSM recommends that the department re-evaluate having all of its Patrol lieutenants off on the same day, which causes a gap in 24/7 coverage. (Recommendation No. 56.)
- CPSM recommends that the department explore the creation of civilian employee positions that can be used to mitigate the patrol workload and handle other areas of responsibility throughout the department, especially in the Patrol Division. (Recommendation No. 57.)
- CPSM recommends that the management team meet with frontline supervisors to establish measurable goals to address crime reduction, community engagement, etc., and which should be clearly communicated to the entire department. (Recommendation No. 58.)
- It is recommended that a daily field activity report be created to account for officers' activities and time. (Recommendation No. 59.)
- CPSM recommends that the department re-evaluate the number of specialized units to potentially consolidate duties and reassign some of those officers to patrol to fill vacancies. (Recommendation No. 60.)
- CPSM recommends the department consider re-evaluating the district boundaries and the number of districts necessary to effectively distribute the patrol workload and still provide a robust level of service. (Recommendation No. 61.)
- Consideration should be given to creating a rotational policy for platoon and district assignments. This would allow officers an opportunity to work in different areas of the city and reduce burnout. (Recommendation No. 62.)
- CPSM recommends that the duties of the shift commander be evaluated for accountability for all operational needs and shift situational awareness. Consideration should be given to developing a system to know what unit (specialized) activities and investigative field operations are being conducted daily. (Recommendation No. 63.)
- CPSM recommends that the lieutenant shift commander position be focused on operational management of field activities and that administrative work be secondary. (Recommendation No. 64.)
- It is recommended that the department develop a central operations center for the daily management of patrol and field operations. (Recommendation No. 65.)
- It is recommended that the department consider giving the shift commander the ability to temporarily activate specialized units to handle calls for service during busy time periods so as to reduce saturation index levels. (Recommendation No. 66.)
- CPSM recommends that a sergeant's daily field report be created to assist in accountability and pass along information on significant incidents occurring in prior days. (Recommendation No. 67.)

- CPSM recommends RPD reconsider its deployment strategy of less lethal force options in patrol operations. (Recommendation No. 68.)
- CPSM recommends RPD purchase ECDs for all uniformed personnel. (Recommendation No. 69.)

≈ ≈ ≈

COMMUNITY RESPONSE BUREAU

The second division within Uniform Operations is the Community Response Bureau. The bureau has been downsized over the years due to personnel and budgetary constraints, which left only the School Resource Unit and Animal Protection and Services. More recently and during the CPSM assessment, the Community Response Bureau was in the process of re-establishing the Traffic, Planning and Incident Management, and the Community Engagement Units, a process that began in April 2023. The units being re-established had not been in existence for more than three years.

The bureau is overseen by a captain who is a 21-year veteran of the Roanoke Police Department, and was recently promoted to the position. Additionally, two lieutenants are assigned to oversee community engagement and planning and incident management. A sergeant is assigned to each one of its units; each sergeant has direct supervision of one officer or several officers in a unit.

According to Community Oriented Policing Services (COPS), modern policing rests upon the foundational precept that the effective control of crime, disorder, and fear requires community participation and assistance. Communities are vital sources of information about crimes, offenders, and ongoing criminal or social problems. Communities also encompass the interpersonal networks that form the basis for social cohesion and collective self-protective action. Using techniques of community policing and engagement, law enforcement agencies can obtain the information they need to solve problems proactively and facilitate the process of informal social control that generates ongoing, sustainable public safety. Law enforcement agencies in cities, small towns, and rural jurisdictions are engaging in some form of formal, measurable community policing using methods that are both new and decades old.

Community policing's mission goes well beyond reducing crime and disorder, improving quality of life issues, and providing community services. The concept of community engagement brings with it the establishment and building of tangible collaborative relationships predicated upon mutual trust and respect, common interests, broader applications of procedural justice, and a sense of shared responsibility.

Community Engagement Unit

The Community Engagement Unit was re-established in April 2023 and was not fully operational at the time of the CPSM site visit. CPSM was advised that it will operate with one sergeant and two officers, having the primary duty of working with the community of Roanoke to address quality-of-life issues; however, it will not handle traffic-related complaints. The officers will be assigned to attend community meetings and functions while acting as representatives of the department. The officers are to be assigned community complaints by sector to equally divide the workload and to build relationships with the community.

Since April 2023, the unit has spent most of its time in training to prepare for its new role. Currently, the officers assigned to the unit have received training in the Academy on problem-solving by following the SARA model, whereby law enforcement scans the community for

problems, analyzes identified problems in-depth, responds to problems using innovative approaches that extend beyond traditional law enforcement responses, and assesses the effectiveness of the project. Under the SARA model the problems selected for interventions should be both recurring and geographically defined. By identifying where and when the most service calls occur and focusing resources in those areas, the Community Engagement Team can maximize its efficiency. Additionally, the building of community partnerships from formal and informal collaborations will build the free flow of communication, including with community leaders such as business, faith, and local government leaders, which needs to be a staple in re-establishing the Community Engagement Unit.

As previously mentioned, in prior years the Community Response Bureau had eliminated several of the units that comprised the bureau to include the Community Engagement Unit. At that time, according to the department's Citizen-centric Policing–Geopolicing 3.1 (2017) policy, the model was for two Community Response Teams (CRTs) that would deploy based upon real-time actionable crime analysis and field intelligence. Assigned personnel were to support the Patrol shifts by focusing on series or cluster crimes through enforcement strategies that included saturation patrol, street-level interdiction (vice activity), crimes against morals, identified crimes of violence involving overt or covert operations, crime reduction, and criminal apprehension and any other task/mission as assigned. Work hours were non-traditional as they were tied to ongoing CRT initiatives.

The current vision for the Community Engagement Unit is more centered on community policing concepts, with an emphasis on partnership and community problem-solving. However, the policies and operational guidelines have not been updated and are currently being assessed for revision. During focus groups conducted by CPSM we found that the vision for the Community Engagement Unit and its community policing strategies were unclear and had not been communicated to Patrol officers and supervisors by command staff.

A review of Operational Directive 41.5, Crime Prevention and Community Involvement (2018), stated the purpose as follows: *The Department is committed to the philosophy of Community Policing and Problem Solving (CPPS) and crime prevention and community involvement through geo-temporal and citizen-centric policing. All personnel are expected to apply CPPS principles to help citizens. The Crime Prevention Officer(s), the Crime Prevention and Community Involvement Specialist, the CRT and Platoon lieutenants, Investigative Unit (CIB) Lieutenant, and Community Resource Officers (CRO) will oversee the application of Department-wide crime prevention and community involvement and CPPS principles.*

This Operational Directive established the functions of the crime prevention and community involvement function whose primary responsibilities are to provide support to basic patrol functions and other department needs. The directive was found to be foundationally sound; however, it is outdated as some positions are no longer in existence and no one was able to articulate to CPSM when the last documented survey of citizen attitudes and opinions was conducted, even though the directive stated it would be done once every two years.

As the Community Response Bureau and units become fully operational it is important that community policing responsibilities do not become the sole responsibility of this specialized unit or handful of personnel. The department would be better served by engaging all employees at all levels, sworn and non-sworn, around the community policing or Citizen-centric policing philosophy.

As this unit is in its infancy, CPSM was unable to assess its operational functions.

Community Engagement Unit Recommendations:

- It is recommended that a comprehensive community policing strategic plan be created. (Recommendation No. 70.)
- CPSM recommends that the assessment of the Community Engagement Unit include considering the consolidation of the traffic and community engagement units to handle both traffic and community complaints. (Recommendation No. 71.)
- Establish one unit with one sergeant and four police officers assigned by quadrants. (Recommendation No. 72.)
- Establish and update department policies related to the operational guidelines of the Community Engagement Unit. (Recommendation No. 73.)
- Introduce the vision and mission of the Community Engagement Unit to the rest of the department with an educational campaign. (Recommendation No. 74.)
- Establish a subject matter expert in community problem-solving in a train-the-trainer format to provide in-house training to the entire department on community policing and Scan, Analysis, Response, and Assessment (SARA) projects. (Recommendation No. 75.)
- CPSM recommends that all problem-solving efforts include all areas of the department in a coordinated effort led by one point of contact responsible to develop, implement, and follow-up on action plans for accountability. (Recommendation No. 76.)
- It is recommended that a tracking system be developed to intake and monitor the progress of all citizen complaints received that includes dates, times, and final dispositions. (Recommendation No. 77.)

≈ ≈ ≈

SCHOOL RESOURCE OFFICERS (SROS)

School resource officers are law enforcement officers who teach, counsel, and protect the school community. When SROs are integrated into a school system, the benefits go beyond reduced violence in schools. The officers often build relationships with students while serving as a resource to students, teachers, and administrators to help solve problems. SROs are more than just police officers assigned full-time to a school; they are the immediate first responders to any incidents that happen on campus. According to the National Association of School Resource Officers, the role of the SRO is twofold; they visit classrooms to make presentations on school safety, traffic laws, and crime prevention; and secondly, they confer with students, parents, family, and faculty members on legal and crime prevention matters.

CPSM learned that there are two high schools and five middle schools where school resource officers are assigned in the City of Roanoke. Currently, the Roanoke Police Department has one sergeant and nine police officers assigned to the school resource unit and serves seven schools within the program. Two officers are assigned to the high schools while one officer is assigned to each middle school. There are two part-time school resource officers who work during the school year and are off during the summer months when schools are on vacation. All resource officers work Monday through Friday, 8:00 a.m. to 4:00 p.m., allowing for coverage every day of the school week. The responsibilities of the School Resource Officers are delineated in Operational Directive 2.2.4.

All resource officers have received the basic school resource training and participate in providing educational safety presentations to the schools and will handle school-related crime not handled as an administrative issue by the schools. Additionally, the school resource unit participates in the gang intelligence program at the state level, which regularly exchanges information related to any gang intelligence directly impacting the schools.

School Resource Officers are required to wear their full uniforms; however, exceptions can be made at the supervisor's discretion. An officer's handcuffs and firearm will always be concealed while in civilian attire. Currently, the school resource officers have expressed an interest in participating in student education programs like "GREAT" or DARE. However, the school district does not allow officers to teach students at this time.

In light of school violence and active shooters being a potential threat in just about any school, the use of school resource offices provides a benefit to school safety. As such, emergency medical kits should be considered as part of their equipment to render aid to any victims in a critical incident where emergency medical personnel are not readily available.

School Resource Officer Recommendations:

- CPSM recommends that school resource officers share any intelligence learned from their participation in the state Intelligence program with patrol operations in a formalized process and on a regular basis. (Recommendation No. 78.)
- The Roanoke Police Department School Resource Program should continue to collaborate with the school district to have them participate in student educational programs like "GREAT" and "DARE." (Recommendation No. 79.)
- CPSM recommends that a School Resource Program Guidebook be established to solidify the program's expectations, operations, and protocols, including for critical incidents. (Recommendation No. 80.)
- It is recommended that grant funding be sought out to buy medical kits for the SROs. (Recommendation No. 81.)

≈ ≈ ≈

ANIMAL PROTECTION AND SERVICES

The department has two civilian animal wardens who work Monday through Friday, 8:00 a.m. to 4:00 p.m. and rotate an on-call status during off hours. The animal wardens enforce state statutes and city animal control ordinances that regulate animal care and welfare; investigate citizens' complaints of animal neglect or nuisance; and respond to loose, injured, or dead animals on public property and city roads. Animal Protection and Services also inspects all commercial animal establishments. The wardens have attended an animal control academy and attend updated training. The wardens use completely outfitted animal control vehicles that include cages that are temperature controlled. Most recently, two police officers have received certification in animal control as an ancillary duty and are used on an as-needed basis to supplement the responsibilities of the animal wardens. The authority and duties of the animal wardens are delineated in the Roanoke Police Department Operational Directive 41.4.2, Animal Control, which was last reviewed on October 5, 2018.

There are no kennels located in the police department for temporary housing of animals; the department uses the regional animal shelter for all animal housing needs.

Historically, Animal Services has dealt with municipal violations relating to animals and has mainly focused on animal licensing and vaccinations, loose animals, animal bites, and neglect cases. To deal with animal-related calls for service on a seven-days-a-week basis, there is an opportunity to explore scheduling these positions to work weekends rather than just Monday through Friday. The animal wardens have provided basic animal control training to patrol officers for when the wardens are not readily available. Working some weekend shifts would allow the animal control officer the greater opportunity to be available for calls for service and to be able to contact residents who are not working on the weekends.

Although it is oftentimes not popular to give up a city program and contract it out, the city, if it hasn't already at some point done so, should assess contracting out the city's animal control issues.

Animal Protection and Services Recommendations:

- CPSM recommends that Operational Directive 41.4.2, Animal Control, be reviewed and updated. (Recommendation No. 82.)
- It is recommended that animal calls for services be audited to determine if an adjustment to the animal wardens' work schedule should be made to accommodate weekend shifts on a rotating basis. (Recommendation No. 83.)
- CPSM recommends that the animal wardens develop a strategic plan to address the reduction of patrol resources responding to animal-related calls for service. (Recommendation No. 84.)
- It is recommended that the animal wardens be re-organized into patrol operations for accountability and direct supervision. (Recommendation No. 85.)
- Assess whether to contract out animal protection and services. (Recommendation No. 86.)

≈ ≈ ≈

TRAFFIC UNIT

The Traffic Unit consists of one sergeant and one police officer. The unit was re-established in April 2023 with the intention of addressing community traffic-related complaints. However, at the time of the CPSM site visit the unit was still being assessed to determine the best utilization of its resources.

Currently, the police officer's primary duty is to review and audit traffic-related reports, citations, and coordinate requests for the electronic speed signs. Additionally, the police officer is motorcycle certified, but is only used for special events. According to the department's Citizencentric Policing–Geopolicing 3.1 (2017) policy, the traffic safety officer is responsible for applying due diligence to traffic crash and traffic citation submissions with approval autonomy during the validation process of these records. The assigned officer serves as the department liaison for traffic-related technology projects to include speed pad installation, radar trail deployment, and traffic safety updates. In addition, this officer is further responsible for reviewing and assessing the impact of pedestrian and driver safety initiatives and proposing proactive strategies designed to reduce traffic crashes. These strategies are reviewed on a regular basis to assess the effectiveness or the need to modify the original strategy. Currently, the department is not utilizing the traffic safety officer as delineated in its own Geopolicing 3.1 doctrine.

The sergeant assigned to the traffic unit has a primary duty to address traffic-related community complaints and utilize education, engineering, and enforcement to resolve the concerns. However, the sergeant is currently working alone to address all the traffic issues of the entire City of Roanoke, which can result in significant delays in addressing community complaints. Traffic safety is the responsibility of and is incumbent upon all sworn personnel to respond to traffic-related incidents. Patrol officers are expected to be aware of traffic trends through knowledge of the area of assignment and by way of traffic analysis. As the traffic unit evolves, consideration should be given to utilizing more than one person to address the traffic-related complaints of the community and work in partnership with resources inside and outside of the department.

CPSM learned that the department currently has one sergeant and three police officers certified as motorcycle officers, with two police officers assigned to patrol duties. The officers certified as motorcycle officers are used for special events and on an as-needed basis. However, they are not utilized for regular traffic-related duties, community traffic complaints, or traffic-related task forces.

Traffic Unit Recommendations:

- CPSM would recommend that all policies and the department doctrine be updated to reflect the status and operational functions of the traffic enforcement unit. (Recommendation No. 87.)
- Consideration should be given to combining the traffic unit and the community engagement unit to make one unit to address community crime, quality-of-life issues, and traffic-related complaints. The combined unit should consist of one sergeant and four officers. (Recommendation No. 88.)
- CPSM would recommend that each officer within the combined unit of Community Resource Bureau be assigned a quadrant to facilitate workflow management and be cross-trained in assisting and informing patrol on traffic-related complaints and hot-spots. (Recommendation No. 89.)
- As the Community Engagement units are assessed for the best use of resources, a strategic plan should be developed to encompass best practices and training in community problem-solving models such as Scan, Analysis, Response, and Assessment (SARA). (Recommendation No. 90.)
- Consideration should be given to utilizing motorcycle-certified officers at minimum in monthly traffic enforcement task forces to address specific and mission-directed enforcement in the top traffic problem areas. (Recommendation No. 91.)

≈ ≈ ≈

PLANNING AND INCIDENT MANAGEMENT

Planning and Incident Management is comprised of one lieutenant who is responsible for tracking and planning for special events that will have an impact on the City of Roanoke and for which police deployment is required. The responsibilities of Planning and Incident Management were reorganized in March 2023 and placed under the oversight of the Community Response Bureau. Previously and according to policy, Patrol Plan 41.1.1, special events planning fell under the oversight of the Patrol Executive Officer. However, due to the lack of manpower to cover the position the duties were moved to the Community Response Bureau.

A review of the policies related to the Planning and Incident Management job function and responsibilities show that the policies do not reflect the current organizational structure, essential job functions, and responsibilities of the position.

The lieutenant is responsible for planning all special event response for the department and is certified in the Incident Command System (ICS); he actively works with the Emergency Incident Management Team at the state level. The lieutenant is expected to utilize the ICS to plan for each event to keep an organized and well-managed operations plan. His knowledge of the command structure and the management characteristics serve as the foundation for each operations plan.

All supervisory personnel should be trained in ICS as it can be utilized in all types of incidents, from small to large, complex events.

During the CPSM site visit the department was in the midst of planning for several large community events, including a triathlon and a road cycling criterium. The Planning and Incident Management lieutenant briefed the command staff on upcoming events that would have an impact on the city and which require police deployment. Having a person with an ICS background serves the department well in tracking, planning, and identifying resources for successful management of each event.

Planning and Incident Management Recommendations:

- It is recommended that the policies related to planning and incident management be updated to reflect their status. (Recommendation No. 92.)
- It is recommended that ICS training be provided to all supervisory-level personnel including the command staff. (Recommendation No. 93.)
- It is recommended that the ICS forms and Event Action Plans continue to be used to track resources, equipment, and personnel. (Recommendation No. 94.)

≈ ≈ ≈

COMMUNITY MITIGATION AND VOLUNTEERS

The Community Mitigation & Volunteer Coordinator (CMVC) provides for the training and development of volunteer staff to engage and support community members who need information on the criminal justice process or trauma-related referral services. The CMVC facilitates mitigation/intervention directed toward the de-escalation of circumstances linked to community violence and traumatic events. Working in concert with police department personnel, the CMVC also directs groups or individuals to advocacy and courtroom assistance.

This position was initially grant funded by the Virginia Department of Criminal Justice Services; it was established in 2020 and revised to be filled in September 2021. The coordinator position is responsible for a variety of duties including completing victim/witness orientation; recruiting, screening, and interviewing new volunteers; preparing and distributing written material to the City of Roanoke staff and police department; and directing victims as needed toward assistance and consultation, etc. Operational Directive 2.2.4, Department Organizational Structure (2022), delineates the reporting chain of command and the purpose of the position. Additionally, a review of Operational Directive 2.2.5 Job Description, Classification, and Analysis was consistent with Operational Directive 2.2.4, Organizational Structure, in defining the purpose of the CMVC position.

Since the inception of the program, the coordinator has developed and collaborated on several intervention and prevention programs designed to reduce violent crime. A Rapid Engagement of Support in the Event of Trauma (RESET) program was created with the CMVC acting as its coordinator. The Reset team averages five deployments a month with a specific mission of engaging neighborhoods that have experienced violence with service awareness, educational opportunities, and an outlet to listen to the concerns of the affected community. The RESET team is deployed based on crime data analysis overlayed with economically challenged neighborhoods in high-density communities that lack youth services.

Participants under 18 years of age are identified by referral or by in-person interactions with program mentors. After a background check, the participants are placed in programs ranging from mentoring to apprenticeship opportunities with the city based on a needs assessment conducted by the coordinator.

TABLE 5-18: Number of Deployments for 2022

Violent Trauma	Hot Spot	Other	Total Deployments
63	23	17	103

Source: Roanoke Police Department

The program has eight volunteer mentors and six paid mentors who serve as role models; they offer guidance and advise youth to help ensure the success of the program through educational activities such as Field of Hope Dream, Strikes of Genius tutoring, We Care Therapy counseling, and Humble Hustle outdoor hikes. Additionally, YMCA memberships have been purchased for at-risk youth for field trips to cultural landmarks and a boxing program. The success of the program is based on partnerships with different organizations that can provide a variety of services, activities, and educational tutoring. Additionally, a local community library is used as a central hub for mentoring, meetings, and educational activities; it is open during business hours Monday through Thursday. Approximately 150 children are participating in the youth programs.

Violent trauma deployments are incident-based in which a team will deploy to a neighborhood experiencing violence. Contact is made with individual families directly impacted by violence as well as other residents. The initial contact can be immediate but is evaluated on a case-by-case basis; however, Wednesdays are set aside for RESET to work with the neighborhood, distributing information on available social services.

CPSM was informed that the program is primarily run by the civilian coordinator, volunteer mentors, city partners, and community partners. There is no sworn police officer participation at any level. As such, there are no police officer mentors, volunteers, or visits by sworn officers including command staff to any of the youth programs, meetings, or field trips. The only time police officers have been at the program was in response to a call for service and once handled, immediately left the area or parked on the far side of the parking lot with no interaction with the youth in the programs.

At the time of the CPSM site visit the coordinator was off work on medical leave and the program was temporarily on hold. CPSM was informed that the program was a one-person operation and as such, in the absence of the coordinator, the program is unable to fully operate. Therefore, an operational assessment of the program was not conducted.

Community Mitigation and Volunteer Recommendations:

- CPSM recommends that an assistant CMVC position be created to keep the continuity of the program in the absence of the coordinator. (Recommendation No. 95.)
- It is recommended that the department develop a collaboration with local colleges and universities to create intern opportunities to assist the program. (Recommendation No. 96.)
- It is recommended that the program use sworn police officers as mentors and volunteers. (Recommendation No. 97.)
- CPSM recommends that the RESET programs be visited by sworn officers at all levels to create meaningful positive interactions. (Recommendation No. 98.)
- It is recommended that the department consider including the CMVR in its annual budget for logistical needs not covered by the grant. (Recommendation No. 99.)
- It is recommended that the department educate all sworn and civilian staff on the program and how it impacts crime reduction efforts and builds meaningful partnerships with the community. (Recommendation No. 100.)

≈ ≈ ≈

CANINE UNIT

The Roanoke Canine Unit has six officers and one sergeant assigned in an auxiliary duty assignment. Their canine partners are a mix of Dutch Shepherds, Belgian Malinois, all common breeds used in the police canine industry. The canines are trained in a combination of patrol search, narcotics, and explosive detection. Experience of the unit's members ranges from newly appointed to long-tenured handlers, including the sergeant.

The sergeant has been the supervisor of the unit for over nine years. The least tenured handler has approximately eight years of police service and two months of experience as a handler. The department does not have a rotation policy for canine officers as the department allows them to stay in the assignment if they meet standards. As this is an auxiliary assignment, the members of the unit are each assigned a patrol operations platoon and one is assigned to the gang team in investigations. The handler's schedule is mirrored with their platoon of assignment and changes every six weeks from the day shift to the night shift.

The training objectives and plan are developed by a master trainer who is accredited by the Virginia Working Dog Association. The master trainer oversees all training of the canine teams and runs the basic canine handler course. They track their training in a software system designed for police canine teams, PAC-Track. Using the software, the officer's training is entered through a computer or mobile device. The unit supervisor can review the training to ensure compliance with the unit standards, which mirror recommended standards by the North America Working Dog Association. The standards are written into Operational Directive 41.1.20, Narcotics Detections and Cross-Trained Canine Teams, and supported by a canine standard operations and training manual. The unit operates under the general department policy and the canine manual. The unit standards relayed to the CPSM consulting team appear to be following industry best practices.

The officers take their canine partners home and care for them 24 hours a day, seven days per week. In compliance with federal and state laws, the handlers are compensated at an on-duty rate of 30 minutes at the end of their shift to care for their canine partners. The department does provide the necessary equipment for home care including a kennel, doghouse, and food. All

other necessary equipment is provided by the department upon need and request. The unit's equipment is reportedly in good condition and routinely replaced on a three-year cycle or when necessary.

Although the department has benefited from a few local donations, it still has a significant investment in the program. The department has a budget for basic canine equipment, veterinary care, food, etc., and spends significant staff resources to train a minimum of 16 hours a month. Much of that training is also completed on duty by adjusting the hours of the officers, who are on various schedules.

The Roanoke Police Department program meets the standards of other canine teams. However, it is of concern that the supervisor at the rank of sergeant is assigned to the canine team as a handler and acts in the capacity of an operator when called upon to assist in a search, and thus is unable to provide management and control. According to national best practices, a supervisor should maintain a supervisory role regardless of assignment.

Canine Recommendations:

- CPSM recommends the department develop a foundational program in support of the canine program to assist in obtaining non-budgetary items for the unit. (Recommendation No. 101.)
- CPSM recommends that supervisors assigned to the canine unit maintain a supervisor role and not one of a line operator in order to reduce liability and maintain command and control. (Recommendation No. 102.)

§ § §

SECTION 6: INVESTIGATIONS BUREAU

CRIMINAL INVESTIGATIONS BUREAU

The Roanoke Police Department's Criminal Investigations Bureau (CIB) is made up of two primary units, Special Investigations and Criminal Investigations. The CIB utilizes the title of detective to define the role of an investigator; however, the detective classification is not a promotional position nor a formal rank, it is simply a universal definition representing the traditional role of investigations. The role of detectives is to pursue justice for victims and their families while providing a voice for those no longer able to demand justice for themselves. Equally, the expectation of the investigations process is to ensure equity and fairness in all police investigations for victims, witnesses, and the accused.

This segment of the report reviews the operations of CIB and the various units and functions related to investigation efforts. In many fundamental respects, the investigations process has changed significantly over the past two decades as a result of technology advances, emergence of cybercrimes, drug epidemics such as the fentanyl crisis, and the increasing gun violence plaguing American communities. Equally, the complexity and length of police investigations has an impact on resources, compounded by the public expectations for investigative accountability, application of software systems, and prolonged time needed to upload and review various types of video recordings. It is essential that law enforcement agencies conduct fair and equitable investigations leading to the arrest and subsequent conviction of criminal offenders while increasing public trust in the process.

Effective, well-trained detectives must have expertise in many areas, including:

- Interviewing skills (for interviewing victims, witnesses, and offenders).
- Developing and managing informants.
- Conducting covert surveillance, including the use of advanced surveillance technologies.
- Identifying and locating potential witnesses and sources of intelligence.
- Preserving and developing evidence.
- Preparing cases for prosecution and liaising with prosecutors in the lead-up to, and management of, a trial.
- Protecting, managing, and preparing witnesses for trial.
- Sequencing of investigative steps in an inquiry so as to optimize chances of success.
- Maintaining knowledge of, and in some cases relationships with, criminals and criminal groups.

In this review, CPSM is committed to offering best practice recommendations through examinations of overall detective performance, operations, advanced management concepts, and collaboration with nonprofits and the community at large. This review will assess the following areas of RPD's Criminal Investigation Bureau:

- Crime reduction strategies and various statistics.
- Staffing levels, training plans, and administrative processes.

- Case assignment, case intake, and closure rates.
- Policy analysis and structure of the bureau.
- Detective functions.
- Unique programming, task forces, and mutual aid responses.

Policy & Bureau Structure

In our review of the CIB organizational chart of authority and responsibilities, CPSM found it is not reflective of the actual operational deployment of personnel. The last reorganization of resources occurred in 2014 and since then the structure of RPD has shifted to meet the challenges that have emerged over the past decade. Operationally, the resources have shifted, and new units were developed as the overall department vacancies increased since the pandemic.

CIB is comprised of two separate units of operations.

- Special Investigations is comprised of the Crimes Against Persons Unit (homicide, assaults, and other serious crimes); the Narcotics and Organized Crime Unit (NOC); Warrant Service Unit; and the Gang Unit. It should be noted, the Warrant Service Unit does not have any personnel.
- Criminal Investigations is comprised of the Crimes Against Property Unit, Special Victims Unit (domestic assaults and sex crimes), and Strategic Response Unit. However, the Strategic Response Unit listed but no personnel are assigned to it. The Forensic Services Unit also falls under Criminal Investigations.

CPSM recommends that RPD restructure the Organizational Chart to reflect the current operational units of CIB and eliminate units that are non-operational.

The RPD is guided in policy and procedures by two systems that assist CIB and its various work groups. The *rules and regulation manual*, covering 55 guidelines, focuses on organizational conduct, behaviors, and accountabilities. The *Operational Directives* (OD) provide guidance, procedures, and protocols. The OD policies are managed by an online (PowerDMS) system and CPSM found the policies consistent with similar police agencies and contemporary to twenty-first century policing principles.

RPD uses the PowerDMS system to develop, track, and manage all policies and ensure RPD members are aware of updates through read-only access to all policies. PowerDMS is a highly used, best practice web-based software solution, used by many accreditation managers for law enforcement agencies like RPD. In addition, the internal policies and procedures are reviewed and approved by the Commission on Accreditation for Law Enforcement (CALEA), an industry standard police accreditation program instituted by the IACP, NOBLE, and PERF in 1979. CALEA is not being assessed or reviewed by CPSM, as CALEA serves as an accreditation program to assist executives in managing and operating a police organization.

Our review of the policies found the most recent national expectation and federal requirement to provide training and policy guidance for force encounter intervention is included in the policy and meets standards of expectation regarding this priority.

RPD's Operational Directives (OD) provide specific guidelines regarding investigative approaches, arrests, and force encounters. The policies related to CIB assessment include the following:

- O.D. 42.1.1 Criminal Investigations Functions.
- O.D. 42.2.4 Department Organizational Structure.
- O.D. 42.1.4 Follow-Up Investigations.
- O.D. 42.2.11 Investigative Taskforces.
- O.D. 44.2.2. Cold Case Investigations.
- O.D. 83.1.3 Organization and Administration of Evidence Technicians.

The OD manual covers many issues related to the various Investigations units and meets industry standards. The procedures provide guidance regarding patrol officer responsibilities and general direction for specific, complex crimes but offers little guidance for investigative standards or approaches. In our policy review, CPSM compares a section's "how-to" manuals with department policies to ensure there is a more specific procedure manual that guides policy and procedures. CPSM recommends RPD develop a section manual to further specific development of resources and templates for report writing and search warrants. CPSM found that CID does not have a division or unit manual specific to the Criminal Investigations Bureau but efforts are underway to complete this task according to the CIB leadership.

CIB Work Schedule & Staffing

CIB assigns all detectives to a structure with four teams that work five-day, eight-hour shifts, with Saturday and Sundays designed as off-days. The Monday to Friday weekday shifts consist of the staggered daytime schedule as follows:

- 7:00 a.m. to 3:00 p.m.
- 8:00 a.m. to 4:00 p.m.
- 9:00 a.m. to 5:00 p.m.

RPD also deploys an evening work shift of detectives as follow:

- 3:00 p.m. to 11:00 p.m.

The detective teams rotate through one evening shift a month to avoid permanent evening shifts for detective personnel. This approach is unique and provides continual rotation and incentive for all detective personnel.

RPD provides on-call status for emergency responses:

- On-call rotation every eight weeks, 4:00 p.m. to midnight (compensated stand-by time).

Staffing

The classification of detective is not a promotional or civil service position; instead, it is a title appointed on police officers who are assigned to the Investigations Bureau.

CIB's authorized sworn strength is one captain, two lieutenants, eight sergeants, and 61 detectives. CIB's personnel includes three administrative assistants, eight evidence technicians, and two fingerprint analysts (one of whom works part-time). It is not uncommon for CPSM to learn that bureaus and units of operations are referred to by various titles different from those found on the organizational chart. Based on the review of the RPD organizational chart, CPSM recommends RPD leadership reexamine the organizational chart and provide the appropriated

number of assigned positions as well as the most current number of ranking personnel and titles of the units. It is further recommended that the structure be clearly articulated in RPD policies and SOPs for clarification. This would assist RPD with proper nomenclature of the bureau and the subgroups referred to as units. The bureau is considered fully staffed with 72 sworn and six professional staff for a total of 78 positions; however, it is currently functioning at 44 sworn and 6 professional staff positions.

RPD structure includes professionally skilled and specialized (civilian) staff to include the following positions: three administrative assistants (fully staffed), two fingerprint analysts (fully staffed), and one domestic violence coordinator.

Later in this report CPSM will recommend the transition of various sworn positions to civilian appointments to further the professional development of all RPD personnel while allowing sworn positions to serve in more critical roles and duties.

The first challenge recognized by CPSM during this assessment was the number of detective vacancies (estimated at 28 of the 61 detective positions) along with two sergeant vacancies and one police lieutenant. This produces a total CIB vacancy of 31 positions. This is a position vacancy rate of more than 30 percent and one of the highest levels that CPSM has identified since the pandemic. In a 2021 PERF study, the average vacancy rate for internal positions was found to be approximately 8 percent, based on national surveys and reviews. It is vital that RPD fill the lieutenant vacancy and prudently backfill and openly communicate the vacant CIB positions with realistic timelines to fill vacancies. This approach would provide realistic timelines for frontline personnel and improve organizational confidence in command staff.

TABLE 6-1: Roanoke CIB Staffing Levels

	Capt.	Lt	Sgt.	Det.	Total Filled	Vacancies
CIB Total*	1/1	1/2	6/8	33/61	41	31
Major			1/1	8/9	9	1
NOC			1/1	2/4	3	2
Fed TFO			0/0	3/5	3	2
**Warrants			0/1	1/5	1	5
Gang			1/1	4/6	5	2
Prop. Crime			1/1	4/8	5	4
Special Victims			1/1	6/8	7	2
Forensics			1/1	5/8	6	3
**Strategic Response			0/1	0/8	0	9

Source: RPD. *Total of 72 sworn positions are authorized. **The Strategic Response and Warrant Service Units are currently non-operational.

Rotation Schedule

The detective assignments are not under a rotation policy that would dictate the length of tour in a unit. These “duty” assignments are skilled positions that are highly coveted in law enforcement due to the level of knowledge, skills, and experience gained from assignments. Considering these factors, all law enforcement agencies should consider rotating officers through investigations to expand the knowledge and skills of all personnel. It is not uncommon for law enforcement agencies to allow short-term rotations through some detective positions while providing longer rotation schedules for more skilled positions.

RPD should consider both short- and long-term rotations in order to expand the knowledge and skills of all RPD police officers. CPSM recommends RPD adopt a transfer practice, guided by policy, for a rotation schedule for every specialized assignment with supervisory/command staff approval for extended rotations as necessary. Nationally, the standard rotation schedule averages three to five years. A rotation process provides a fair and impartial system for the transfer and rotation of personnel and better prepares police officers for investigative positions while providing further advancement. It is also recommended that RPD identify other detective positions that would allow officers to rotate for a period of one to three years to gain investigative experience in a shorter duration. These approaches have proven to expand investigative experience, professional growth, and organizational optimism.

As an example, a rotation policy can allow for a performance review at three years to ensure a detective meets or exceeds investigative expectations, with the option to extend up to five years or for longer periods as deemed necessary. And, while we will address this concern here, it applies throughout the department, and certainly for the regional task forces as well for the following reasons:

- Opportunities for other employees to gain valuable experience in task force experience.
- Avoids the potential for stagnation.
- New energy and ideas may be brought into the workforce with new personnel.
- Officers rotating out of investigative assignments bring valuable experience into their new assignments to share, especially relative to patrol or other enforcement-related duties.
- As personnel are promoted, more diverse experiences are brought into their supervisory/leadership roles versus being largely singularly dimensional. This allows for more informed decision makers, not just focused on CID.

A policy that allows for department discretion in extending such special assignments is appropriate, and CPSM would encourage that approach under a model that is clearly stated in policy. The challenge of returning experienced detectives to patrol is an investment in the department and one that requires strategic decision making and further discussion.

As with most law enforcement agencies, personnel in the RPD are assigned to functions outside of scope and duties of their normal assignment due to the growing demands placed on law enforcement agencies. RPD is not exempt from this expectation, and there is an array of responsibilities placed on detectives to include unique collateral assignments such as SWAT, part-time/full-time task force officers, and grant funded collaborative teams focused on crime reduction and violent crime strategies.

Task Force and Regional Responsibilities

RPD's assignment of personnel to regional taskforces is essential to prevent and investigate regional crime that impacts multiple jurisdictions. Assignments are guided by Operational Directive O.D. 42.2.11 (Investigative Taskforces). This directive was last reviewed and updated on March 7, 2018. The purpose and scope meet industry standards for operating regional taskforces.

Assigning personnel to FBI and U.S. Marshals Joint Task Forces provides a force multiplier and access to local, state, and federal resources and equipment to combat crime on a regional level. Law enforcement officers from various departments and agencies will bring with them a variety of experiences, competencies, and knowledge bases that may not be found within a

single law enforcement department or agency. RPD currently utilizes a regional task force referred to as the Narcotics and Organized Crime (NOC). The team includes four RPD officers as well as local officers from other local law enforcement agencies. It also includes assignment of federal officers to assist local agencies with the mission to reduce crime related to narcotics, organized crime, gangs, and gun violence.

Informant management manuals are maintained with the FBI and U.S. Marshals as all reimbursement and operational activity follows an agreed-upon Memorandum of Understanding (MOU). In addition, the internal policies and procedures of the RPD are reviewed by the Commission on Accreditation for Law Enforcement (CALEA). RPD's approach to operating narcotics and organized crime law enforcement is a best practice model and to further this achievement CPSM reviewed internal narcotics and cash flow operations. RPD recently completed an audit on January 23, 2023, by the Municipal Auditing Department, which demonstrated the internal practices by NOC and the task forces exceed industry standards.

The most effective way to overcome any potential issues that may arise when working in the task force environment is to anticipate and prepare for these issues before the task force begins its work. A Memorandum of Understanding between departments and agencies must be written and signed by all participants and RPD and its task forces exceed those standards with current MOUs.

CPSM found that the regional law enforcement response is driven by a mutual aid agreement that was enacted to combat gang, gun, and opioid/fentanyl crises and driven by the state to confront the challenges. RPD's current task force allocation, operating procedures, and memorandums of understanding meet industry standards and expectations. In addition, CPSM concluded RPD's use of task force resources are purposeful and focused on community challenges to reduce drug sales, Fentanyl overdoses, and gun violence.

CIB Training & Section Manual

The RPD does not have an operational section manual for the CIB to further professional development through resources, templates, or written procedures on detective operations. However, RPD has adopted an SOP manual that provides some of the guidance of an operational manual. CPSM recommends RPD establish a combined SOP, inclusive of templates and resources to further the professional development for all personnel. The manual should include common forms, search warrant samples, and operational guidelines. Examples of manuals are available from other police departments. These operational manuals benefit new detective staff and supervisors and ease the transition into Investigations.

RPD provides an unwritten CIB training plan, which is comprised of mandatory and encouraged courses for professional development. There are no state mandates for training and legal updates; however, each detective receives internal training or local training in the following areas:

- General investigations procedures.
- Interview and interrogation.
- Child abuse.
- Sex crimes.
- Death scenes.
- Crime scene response.

- Photography
- Fingerprints
- Biological crime scenes.
- Polygraph overview.
- Death investigations.
- Social media / Open-source data.
- Cellular phone downloads.
- Firearm investigations.
- Human trafficking.

RPD ensures CIB detectives receive proper internal training for their individual types of investigations; however, no training matrix nor required courses are listed in the policy manual. Equally, the state does not require perishable skills training in the investigative knowledge and experience domain. CPSM recommends the development of a training matrix that lays out required/desired training for each unit within the bureau.

The training matrix should define the mandatory training for new detectives and a yearly minimum of training hours for each detective to achieve. Training can be tailored as necessary for specialty assignments. Supervisors can then track their employees to ensure required training is prioritized over other training offerings that may be available.

For instance, as training requests are submitted, the course curriculum can be evaluated to determine if it is relevant to the assignment, especially if other core courses have yet to be attended.

Special Operations & BWC Usage

RPD has structured its detective operation by specific crime type. For this portion of the assessment, CPSM first evaluated CIB's use of body-worn cameras and documentation of special operations.

For search warrant and special operations, RPD does not track special deployments in a database; instead, it uses the CAD system to locate specific incidents or to investigate complaints deriving from these events. Prior to the service of any non-administrative search warrant, detectives are responsible for completing a risk assessment form with details of the operations with scouting responsibilities of all locations. Upon completion, the form will be submitted to either the division sergeant or lieutenant for review and supervising of all tactical operations to include the formulation of a tactical plan for safe service.

The tactical planning process ensures important elements such as a team briefing of the event, equipment, scouting to ensure the proper location, roster of all personnel, transport vehicles, and tactical responsibilities by all personnel. CPSM found that CIB conducts professional debriefs at the conclusion of all special operations and this ensure best practices are pursued while ensuring policies, procedures, and safety precautions are followed. Based on the overall review, CPSM recommends CIB develop a special operations and search warrant database, tracking all search warrants served and other special operations conducted by CIB versus those served by the Tactical Response Unit. The database should include a list of incidents by date, location,

type of event (such as surround and callout versus a dynamic search warrant). Operational plans and rosters should also accompany all special operations documents for filing purposes.

In 2015, RPD implemented Axon's BWC program for all RPD members. RPD's BWC policy was examined by CPSM and we found its content meets industry standards with regards to purpose, responsibilities, and accountabilities in how BWC are used, reviewed, stored, managed, and tracked. Although the CIB follows the same policy as patrol in wearing and using BWCs, CID personnel are not required to wear the devices during normal operations; however, that exception is not listed in the RPD policy. CPSM recommends RPD require all detectives to wear the BWC on their work attire during work hours. This approach should be included in policy and will increase public trust and internal accountability for all RPD personnel.

There are considerations for RPD to improve its BWC program for all personnel. The first is to place a second computer monitor at every desk in CIB (and Patrol), which would enable officers to view video more easily while writing reports. When trying to meet filing deadlines or during very busy periods of time, officers will, at times, write reports without viewing all available footage because it is difficult to view BWC video while sharing the screen with other active documents. This is not a best practice and as the national debate increases whether police officers should view BWC video it is best to use this allowance to increase the quality of police reports. As a post-debrief method, RPD should use BWC video for officers to view operations, critical events, and force encounters to improve performance and make appropriate corrections to field practices and techniques.

Detective Functions – Crime Investigations

The Investigations Bureau serve as the core (traditional) investigative body of the department. Its purpose is to investigate the most serious and significant of crimes, regardless of the category, while less serious crimes are parceled out to either patrol officers or school resource officers as needed and based on detective caseload, report correction, or case sensitivity. As such, the Criminal Investigations detectives investigate murders, rapes, robberies, aggravated assaults, complex financial crimes, burglaries with significant losses, or any other serious offense.

Case Management & Clearance Rates

Clearance rates are an important measure of an individual detective's performance and can lead to the identification of training needs, additional supervisory oversight, and in some cases reassignment from the unit. CPSM found that CIB is responsible for maintaining information on clearance rates, managed by office staff and the crime analysis and records administrators. CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime; it provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes; however, the Criminal Justice Information Services (CJIS) developed new standards on crime reporting beginning in 2021.

RPD utilizes a daily report generated by RPD staff that identifies major crimes with details of the event for reference. Daily reports are reviewed by the CIB lieutenant, and using the Southern Software RMS system, cases are assigned based on priority of the investigation and tracked via the RMS system. The system enables supervisors to review daily case logs, monthly activity reports, and monitor follow-up supplemental reports.

There are cases that are not assigned to any detectives and which are closed based upon a lack of solvability factors. The priority of case assignment in the CIB is based on the following solvability factors:

- The suspect is named.
- The suspect can be identified.
- The address of the suspect is known.
- The suspect can be located.
- The license plate number of the vehicle used in the crime is known.
- The vehicle can be identified.
- There was traceable stolen property.
- There were identifiable latent fingerprints lifted from the scene.
- There was potentially identifiable forensic/biological evidence collected.
- A significant modus operandi has been recognized in the case.
- It is reasonably suspected that there was a limited opportunity to commit the crime.
- There is reason to believe that further investigative effort will lead to the solving of the crime.

CPSM reviewed RPD's solvability factors and concluded these are consistent with best practices among contemporary law enforcement agencies. While these fall within generally accepted elements of case management, other important elements of an effective case management system are not included. These include automated notification to supervisors of investigations exceeding normal completion periods and/or case updates, and clearance rate percentages by individual detective. Although, it is not a direct recommendation, CPSM urges RPD to ensure these capabilities are part of the new Motorola RMS system.

Upon the assignment of cases to detectives, each officer has the responsibility of filing charges and upon conclusion of all RPD investigations, cases are assigned one of the following designations per CIB procedures:

- Closed Service: Can only be used when no criminal offense exists (i.e., towed/abandoned vehicles, found property, police information, domestic disorder).
- Closed Arrest: The offender was arrested as the result of a patrol investigation or they were taken into custody from serving a warrant resulting from the investigation. This process is also used when a petition is requested for a juvenile.
- Closed by Exception: The suspect is known, but charges are not being pursued.
- Victim Refused to Cooperate: If a victim does not wish to pursue charges, the case is exceptionally cleared.
- Prosecution Declined: When the Commonwealth's Attorney, Magistrate, or Officer decides not to pursue charges.
- Inactive: A suspect has not been identified and no further investigation is possible at this time.

- Inactive-WOF (Warrant on File): A warrant has been obtained for the offender but has not been served.
- Unfounded: The result of an investigation determines the offense did not occur.

In the **following table**, RPD's overall 2021 clearance rates reflect averages more consistent with state and national levels for all crime incidents reported to RPD. The lower clearance rates for murders, vehicle thefts, larceny, and burglary are consistent with national rates and not just a challenge in the City of Roanoke. As reported nationally by the Marshall Project, the decrease in historical clearance rate percentages began during the pandemic and has continued as police departments struggle with public trust and confidence, combined with the challenge of police officer recruitment and retention. CPSM concluded that RPD's detective clearance rate exceeds national standards but the overall clearance rate (detectives plus patrol) will continue to be a struggle until RPD is able to hire new police officers and backfill CIB vacancies.

TABLE 6-2: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder - Manslaughter	16	5	31%	570	309	54%	22,900	11,500	50%
Rape	93	14	15%	2,944	326	11%	144,300	16,500	11%
Robbery	72	21	29%	2,942	868	30%	202,200	48,800	24%
Aggravated Assault	309	126	41%	13,328	4,681	35%	943,800	297,500	32%
Burglary	475	41	9%	10,533	1,441	14%	899,700	107,200	12%
Larceny	2,945	272	9%	105,524	13,885	13%	4,627,000	508,900	11%
Vehicle Theft	371	45	12%	11,764	917	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report The Transition to the National Incident-Based Reporting System (NIBRS): A Comparison of 2020 and 2021 NIBRS Estimates.

A closer examination of the types of crimes being investigated by CIB detectives provides a closer examination of the relative workload and the association with staffing challenges. The following table includes all detectives, cases assigned, average cases assigned, and finally the average workload per detective. The CIB lieutenant uses Excel spreadsheets to track all investigative cases at the 30-, 60-, and 90-day thresholds to ensure all detectives are regularly providing supplemental reports into the Management Index System (from which the data below is taken). Although the lieutenant's process is not specified in policy, it is a best practice approach and maintains the highest levels of police responsibilities to ensure public safety accountability for all victims and their families in maintaining active cases until closure.

There are no absolute standards to determine an appropriate caseload for a police detective; however, the totals shown here exceed the recommendations by IACP and other national associations.

TABLE 6-3: CIB Cases per Detective

Unit	2022 Total	2022 Cases per Detective	2021 Total	2021 Cases per Detective	2020 Total	2020 Cases per Detective
Property Crimes	2,128	425.2	1,874	374	1,610	268
Domestic Violence/ Sexual Assault	502	100.4	624	156	595	119
Homicide/Violent Crimes	1,194	199	1,134	189	279	46
Narcotics	421	105.25	624	156	595	119

Source: RPD Criminal Investigations Bureau

The International Association of Chiefs of Police (IACP) suggests a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. However, as stated, the levels experienced by RPD are on a trajectory that will need to be reduced and controlled through higher levels of staffing. Compounding the challenge is the increased complexity of investigative work and the need for technology systems to assist in clearing cases. The time required to investigate a case with pursuable leads has likely increased over the past few years with no empirical metric yet developed as a "benchmark" for police agencies.

CPSM found RPD detectives struggle with technology challenges, such as the speed of data transfer and aging equipment. The RPD's RMS system is a web-based platform and there are preparations ongoing for the transition to a Motorola-based RMS product later this year. The confidence in the current RMS product is low and this is reflected in the use of several non-RMS systems and spreadsheets to manage the workload and statistical data associated with case management. The issues of limited RMS functions have developed into the creation of off-the-shelf products and internal systems to track and manage investigative data. It is recommended that RPD prepare thoroughly for the new RMS system and commit to using all of its available features in order to minimize the use of off-the-shelf or internal software products to track data. Data and case management tracking to streamline systems is a necessity; however, CPSM recognizes the difficulty in achieving this objective.

Per CIB procedures, all actions taken during an investigation are required to be documented in the investigative narrative or supplemental reports specifically stating why an offense is

closed/cleared. The internal management software system tracks cases assigned, submission of supplemental reports, and tracking how and when cases are considered closed. CPSM reviewed the process of how assigned cases are closed and how detectives enter narratives into the Incident Management Report system, requiring CIB sergeants to review all case entries with the ability to return supplements reports for corrections or other reasons.

Unsolved Murder & Missing Persons Cases

The use of the term unsolved murder cases, also known as “cold-cases,” continues to be part of CPSM’s review of investigative practices. The purpose of this effort is to assure communities that justice will be served for those who have lost loved ones to violent crimes or continue to be classified as missing persons.

RPD provides guidance in unsolved murder cases through Operational Directive 44.2.2. and provides a definition of “cold-cases” and an organizational procedure to managing these critical investigations. The RPD policy acknowledges that over the years since the date of murder(s), detectives promote from CIB, retire/transfer from RPD, or resign. The policy appropriately provides purpose, strategy, definition, and a procedure for personnel to follow. CPSM found this policy to meet industry standards.

RPD has committed to reactivating its unsolved murder unit by hiring one retired part-time police officer to review and track cases. RPD is in the process of retaining three additional part-time police officers to assist with other investigative times. This approach has positioned RPD to evaluate and pursue unsolved murders, missing persons, and other critical cold cases as the priorities emerge. RPD currently has 21 open and unsolved murder cases from the years 2018 into 2023. CPSM recommends RPD use the part-time detectives to examine the unsolved murders and begin to prioritize these investigations.

CompStat & Violent Crime/Gun Challenges

Similar to many American communities, Roanoke is struggling with gun and youth violence (14 to 24 years of age), and while poverty, is usually a large factor in youth crime, there are other ailments and socioeconomic issues at the core of violent crime. RPD’s use of a CompStat process is well designed as many of the public safety priorities are communicated from the chief to all command staff members. The CompStat concept is a crime analysis approach that fights the reduction of crime through accountability discussions, deploying resources where needed. It was created in the early 1990s by the New York City Police Department and has evolved into many variations.

The reality is that the CompStat process is not a single state-of-the-art computer equipped with a special software program. In general terms, the CompStat process is a method of management accountability and a philosophy of crime control. It is less about procuring state-of-the-art equipment than about adopting a state of mind that police really do count in reducing crime. CPSM attended RPD’s bi-weekly CompStat during our visit with all of command staff. RPD’s approach delivers the crime stats and critical conversations through weekly engagement with command staff and management personnel. The information is later transferred to patrol personnel via roll-call and special briefings.

The RPD’S CompStat meeting provided outcomes to the various crime strategies and its unique effort of deploying officers into specific geographical areas to prevent crime from happening. CPMS recommends RPD reformat the CompStat model to allow the crime analysis technician to continue to facilitate the meeting but expect the operational lieutenants to lead the discussion and reduce the command staff’s participation. CPSM found the discussions were often led by

command staff, but empowering the lieutenants, sergeants, crime analyst, and records personnel will expand collaboration and provide enhanced group discussions and strategic outcomes.

The purpose of RPD's strategic crime meeting is valuable to the organization and vital to the overall safety of the community. CPSM evaluated the gun violence statistics for 2020, 2021, and 2022 to include the number of gunshot victims and concluded that RPD has prevented the violence from escalating based on the number of gun seizures in Roanoke.

Gunshot Victims:

- 2020: Not Applicable, no data readily available.
- 2021: 77.
- 2022: 77.

Number of Firearms Seized:

- 2020: 405.
- 2021: 323.
- 2022: 367.

These numbers are significantly higher than most cities the size of Roanoke, with much of the violence tied to socioeconomic conditions and poverty. Seizing guns from the streets is one method to control increasing violence but without a public collaborative initiative the outcomes are limited. In 2021, the City of Roanoke developed a Gun Violence Prevention strategy, inclusive of a commission and involvement from the RPD and this collaborative approach is essential in controlling the overall violence.

Based on the current successful efforts and the excellent use of the CompStat best practice model, CPSM recommends RPD continue with its violent crime reduction strategies. It is recommended RPD track the number of crime victims referred to local victim advocacy groups to include all violence incidents and which should be noted in RPD's CompStat approach. This will enhance community relationships and help identify trends related to victim support.

As mentioned previously, the need to fill all vacant CIB positions will continue to be a top priority based on the amount of gun violence in the city.

Behavior Health & Wellness:

Personnel who work criminal investigation, (much like patrol officers), face horrific crime scenes, arrest of violent suspects, and obtaining tragic confessions from those who have committed violent and sex crimes. As a result, the daily workloads and constant stress of completing investigations, as well as the emotional toll investigations have on detectives, the issue of behavior health and wellness must be a focus for police chiefs and city administrators. This obligation was clearly stated in the six pillars of the President's 21st Century Police Task Force report in 2015. The report is universally supported by national organizations and in fact laws addressing wellness have been passed in the wake of the report. Therefore, CPSM recommends that RPD evaluate the implementation of a best practice proposal on health and wellness for all RPD members, widely supported by IACP, NOBLE, PERF, IACM. The following list provides those approaches for review:

- New employee and recruit training on health and wellness.

- Welcoming events for new employees.
- Individual mental performance training.
- Peer support teams.
- Trauma & resilience training.
- Critical Incident Stress Management.

Criminal Investigations Bureau Recommendations:

- CPSM recommends that RPD revise its organizational chart to reflect the current operational units of CIB and eliminate units that are non-operational due to lack of personnel. (Recommendation No. 103.)
- CPSM recommends RPD develop a section manual to encourage development of detectives through such resources as templates for report writing and search warrants. (Recommendation No. 104.)
- CPSM recommends RPD adopt a transfer practice, guided by policy, for a rotation schedule for every specialized assignment, including a staff approval process for extended rotations as necessary. (Recommendation No. 105.)
- It is recommended RPD identify detective positions that would allow officers to rotate in for a period of one to three years to gain investigative experience in a shorter duration assignment. (Recommendation No. 106.)
- CPSM recommends the development of a training matrix listing required/desired training for each established unit within the CIB. The training matrix should define the mandatory training for new detectives and a minimum yearly number of hours for each detective to achieve. (Recommendation No. 107.)
- It is recommended that RPD develop a special operations and search warrant database, tracking all search warrants served as well as all special operations conducted by CIB versus those served by the TRT Unit. (Recommendation No. 108.)
- CPSM recommends RPD require all detectives to wear the BWC on their work attire during all work hours. This approach should be included in policy and will increase public trust and internal accountability for all RPD personnel. (Recommendation No. 109.)
- CPSM recommends RPD assign new officers while on FTO status to CIB for two to four weeks so they can learn firsthand what investigators need and why they need it. (Recommendation No. 110.)
- CPSM recommends RPD use part-time detectives to examine unsolved murders and begin to prioritize these investigations. (Recommendation No. 111.)
- CPMS recommends RPD revise its CompStat meeting model so that crime analysis facilitates the meeting but charges the operational lieutenants to lead the discussion on strategies. Command staff's role should be to ask probing questions. (Recommendation No. 112.)
- Based on the current successful efforts and the RPD's approach to CompStat as a best practice model, CPSM recommends RPD continue with its violent crime reduction strategies. (Recommendation No. 113.)

- CPSM recommends RPD increase its detective roster by filling the current vacancies and use part-time retired detectives to work lower grade crimes to help manage the CIB workload. (Recommendation No. 114.)

≈ ≈ ≈

EVIDENCE TECHNICIAN UNIT

The RPD's Evidence Technicians Unit is guided by the Organizational Directive policy 83.1.3; these standards were approved by CALEA as meeting industry standards. The OD includes purpose, unit responsibilities, and separates the sworn forensic investigators and the professional staff of fingerprint analysts.

The core duties of the fingerprint examiners include:

- Fingerprint examination/classification as certified.
- Automated Fingerprint Identification System (AFIS) operation as certified.
- Transmittal of physical evidence to forensic laboratories.
- Receipt and expedition of requests for FSU services from officers.
- Court exhibit preparation.
- Court attendance.
- Training.
- Docket service.
- Applicant fingerprinting.
- Related special assignments as required.

Work Schedules

The investigators work 12-hour shifts to cover the hours of 6:00 a.m. until 2:00 a.m., Monday to Sunday.

- From 2:00 a.m. to 6:00 a.m., the standby (callout) policy is activated for emergencies.
- Forensic investigators are placed on stand-by for emergency call-outs.

Fingerprint technicians work 8:00 a.m. to 4:30 p.m., Monday to Friday.

The staffing and work-shift deployment include one FSU sergeant, five current sworn forensic investigators (three current vacancies), and two fingerprint technicians, one of whom works less than full time. The evidence technicians are on rotating standby schedules and required to respond to all crime scene investigations. The exceptions are officer-involved shootings, which are investigated and managed by the Virginia State Police and their evidence technicians.

Workload

The investigators deploy on three teams, while the third is a singular mid-shift (overlap) investigator. All teams rotate as patrol schedules rotate with limited later hours availability, until 10:00 p.m. at which point the standby procedure is activated. The after-hours callouts for the

forensic investigators are not tracked. CPSM recommends RPD develop a call-out tracking method, noting the number of callouts after-hours and the type of event.

Following are the numbers of calls for service for the Evidence technician Unit for 2020 through YTD 2023.

- 2020: 1,932.
- 2021: 1,864.
- 2022: 1,865.
- 2023: 591 (YTD).

The annual cases handled by the ETU are as follows:

Total Forensic Investigators Case Assignments

- 2021: 101.
- 2022: 360.
- 2023: 192 (YTD).

Total Fingerprint Analyst Assignments

- 2021: 305.
- 2022: 292.
- 2023: 79 (YTD).

Based on the level of calls for service and responsibility, the ETU should continue to pursue professional development and expertise to meet national standards related to forensic investigations, collection of evidence, and fingerprint analysis. Establishing improved practices and certifications will ensure RPD meets the legal requirements and certification expectations to preserve criminal convictions as it relates to forensic evidence.

The duties of the forensic investigators are similar to national models of crime scene personnel and guided by O.D. 83.1.1 (Evidentiary Protocol). The policy received CALEA approval in July 2020. The procedures for evidentiary protocol include general and detailed crime scene management, collection of evidence, DNA collection, crime scene video, and diagrams. The policy provides specific processes for packaging, handling, and securing all evidence to include DNA evidence with a protocol for notifying the state police Department of Forensic Science (DFS) as needed.

RPD procedures for the collection of bullet evidence, referred to as the National Integrated Ballistic Information Network (NIBIN), were reviewed by CPSM. The NIBIN Program automates ballistics evaluations and provides actionable investigative leads in a timely manner. NIBIN is the only interstate automated ballistic imaging network in operation in the United States and RPD has made it available as an investigative tool for the City of Roanoke. It is a best practice model for RPD to continue to access and train its personnel to use and operate the NIBIN program.

Training

There is no state mandated training for forensic investigators or fingerprint analysts. However, all RPD forensic investigators complete an annual 80-hour update and expertise course. It is highly recommended RPD use the Virginia State Police model for training all evidence technician personnel. The Virginia State Department of Forensic Science offers membership, with access to

resources such as procedures, policies, and training manuals. Many of the manuals and sample policies are offered on its website for download and use.

It is also recommended that RPD develop an evidence technician reference manual to ensure the department meets or exceeds all national and state law requirements as well as follows best practice methods for court proceedings. CPSM recommends the Evidence Technician Unit identify national and state accreditations processes and develop a plan to achieve those accreditations as soon as practical.

Facility

RPD maintains industry standard equipment, office space, and storage solutions. It utilizes a vehicle exam bay to store vehicles, larger evidentiary items, and to conduct NIBIN testing. The room is equipped with the appropriate exhaust fans to protect the health of personnel when conducting evidence exams and NIBIN testing. RPD's O.D provides a specific facility safety protocol when conducting firearms examinations in the vehicle exam bay.

Use of Civilians as Professional Staff

As times change, law enforcement needs to constantly seek “outside-the-box” thinking and develop new avenues to expand the abilities of professional staff (civilians). Doing so enables police departments to better utilize officers in more critical operations in patrol and investigations. Crime analysts and training managers, for instance, are positions that have been transitioning to civilian personnel throughout the nation. Evidence units are another area where professional staff can free up police officers for more critical work as needed.

While it will take significant effort on the part of RPD and multiple years to backfill sworn forensic investigators with professionally trained civilian staff, it is recommended the department consider this. The process can be aided by using retired police officers and transitioning current professional staff into the Evidence Technician Unit. RPD should review these considerations as the department prepares for change and organizational growth.

Evidence Technician Unit Recommendations:

- CPSM recommends RPD develop a call-out tracking method, noting the number of callouts after-hours and the type of event. (Recommendation No. 115.)
- It is highly recommended RPD use the Virginia State Police model for training all Evidence Technician Unit personnel. The Virginia State Department of Forensic Science offers membership, with access to resources on procedures, policies, and training manuals. Many of the manuals and sample policies are offered on its website for download and use. (Recommendation No. 116.)
- It is also recommended that RPD develop an evidence technician reference manual to ensure that RPD meets or exceeds all national and state law requirements as well as follows best practice methods for court proceedings. (Recommendation No. 117.)
- CPSM recommends the Evidence Technician Unit identify national and state accreditations processes and develop a plan to achieve those accreditations as soon as practical. (Recommendation No. 118.)
- CPSM recommends the Evidence Technician Unit maintain detailed records of responses, callouts, cases assigned, and workload to better identify trends and needs related to personnel and equipment. (Recommendation No. 119.)

- CPMS recommends the Evidence Technician Unit establish a section “how-to” manual with references and a training matrix for ETU personnel. (Recommendation No. 120.)
- CPSM recommends that RPD consider a multiyear plan to transition from sworn to professional staff in the ETU, including the conversion of the police sergeant position to a civilian supervisor. (Recommendation No. 121.)

≈ ≈ ≈

PROPERTY & EVIDENCE SECTION

Property management is one of the most important jobs in the entire police operation. Increased drug law enforcement, the use of DNA testing, and other developments have greatly complicated the task of logging, tracking, storing, and inventorying evidence in recent years. The two biggest challenges in operating a property room are avoiding occurrences of mismanagement and incidents such as missing monies or drugs, which raises concerns about corruption. To oversee the property function effectively, managers must understand the necessary procedures, be aware of the liabilities, and continually search for ways to improve the system.

Property rooms are usually overcrowded, so unnecessary items should be disposed of on a regular basis. Safeguards include proper packaging, lockers, and security measures. Computer software and other technology are available to automate much of the property management operation. Police agencies should also have clear policies and procedures regarding property room management. The intake, processing, storage, and disposal of evidence and property are important and high-risk functions of any law enforcement agency.

Careful management is especially needed for weapons, narcotics and dangerous drugs, currency, and jewelry. Police agencies across the country regularly face consequences of mismanaged property and evidence sections, resulting in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits have revealed unaccounted-for property and evidence that led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function to ensure community trust and confidence.

National organizations such as International Association of Police Chiefs, U.S. Department of Justice, and the International Association for Property & Evidence (IAPE) offer reports, training, and other material to ensure a high quality of professional standards in property and evidence sections. CPSM found that all RPD Property and Evidence staff have completed “best practices” training provided by IAPE. There are no current state or local mandates for required training for the property and evidence staff.

§ § §

Staffing and Operation

TABLE 6-4: Property & Evidence Unit Staffing

Captain	Lt.	Sgt.	Drug and Property Room Custodians	Property Room Custodian	Total
1	1	1	2	1	6*

Note: *The total number of P&E Unit personnel includes one bureau captain, one Criminal Investigations Unit lieutenant, as well as a ClB sergeant who performs collateral duties overseeing fleet and the P&E Units. The actual working staff are the three property room custodians.

Source: Roanoke Police Department

Hours of Operation

The operational hours of P&E are from 8:00 a.m. to 5:00 p.m.; appointments are made as needed to accommodate the public. In case of an emergency after hours, the Services Bureau lieutenant serves as the after-hours back-up personnel to open and secure evidence or property as needed.

Policy & Administrative

The Property and Evidence Section is governed by policies that guide general procedures, such as how officers book evidence and property into the system. All policies are reviewed and approved by CALEA. Our review of the RPD policy 84.1.1 showed the policy meets industry standards and those expected by the International Association for Property and Evidence (IAPE). The property and evidence policies provide guidance on the property room management as well as how evidence is processed. We found the policy reflects recent updates and current law enforcement standards. In support of CALEA accreditation, the property room custodian has created a usable and well-prepared “how-to” manual that exceeds industry standards. CPSM recommends all property & evidence custodians become formal members of the IAPE and use available training and resources to continue to update and expand the section property manual. By achieving these objectives, the custodians can offer industry standard recommendations to the command staff as well as develop proven methods to resolve any property-related issues that emerge.

Software Systems

RPD utilizes the “TAB FusionRMS” software for cataloging and tracking all drug and property evidence. The TAB FusionRMS system allows for the entry of all items into the system, label creation, and tracking of storage location and chain of custody records. One challenge discovered by CPSM is that the TAB FusionRMS software does not track temporarily checked-out evidence for court and other purposes. This should be remedied as soon as practical. RPD utilizes the Southern Software RMS for incident-based reporting related to case history of property items. CPSM found that the RMS product meets state and federal regulations and statutes; it facilitates the inventory of property and evidence and integrates with other internal systems such as “Evidence.com.” The evidence tracker system uses bar code technology to assign a bar code to every piece of property. From the initial intake process forward, items are tracked using the bar code.

During CPSM’s query of various functions in P&E relevant information was readily available for review as RPD maintains an easy-to-use and organized system. This included proper activity reports for accountability, which exceeds industry standards. IAPE provides guidance in developing an activity report and RPD meets most of the recommended standards. The report

included data on P&E requests, discovery, lab runs, destruction/purging, property intake, clerical activities, and staffing. It was evident that the RPD can produce usable reports and systems. Although RPD is guided by the operational procedure manual and CALEA standards, CPSM recommends a section manual as a guidebook and reference manual for professional development.

The most pressing need in Property and Evidence is to hire and train additional personnel to keep up with the workload related to booking and tracking property items. As such, CPSM recommends RPD hire part-time property custodians who can also be trained in evidence handling to replace the sworn personnel assigned to the property room. This would expand the professional staff experience while freeing up sworn personnel to deploy in other operational areas of the department. CPSM recommends RPD evaluate the use of professional property and evidence staff to replace the sworn officers assigned to the P&E Unit.

In-Take Process

During daytime regular operating hours, the RPD custodial staff is available to assist officers in processing property and evidence. Any errors in the process discovered by staff are remedied by email notification to RPD personnel. The same process is used when requests are made to detectives regarding the destruction of evidence.

The RPD uses a dual property form process at in-take, one attached to the property or evidence item and the second is attached to the police report for record. Officers create evidence labels to be placed on the final packaging of all evidence and as the items are checked in by the property staff a hard copy is printed and stored by the year and incident number for tracking.

The after-hours evidence and property in-take area for officers is located in an adjoining room and includes double-sided lockers for storage, with larger lockers for firearms. The area includes a secure drop box for currency and a separate drop box for drugs as well as three locking, temperature controlled refrigerated lockers for biological evidence. The locker area also includes six locking charging stations for cell phone storage and locking drying closets for wet and bloody evidence. CPSM found the officer in-take area to exceed national standards; it offers excellent options for officers to store and secure property and evidence after hours.

Audits & Destruction of Items

RPD conducts a monthly and annual review and audits of P&E activities; these reviews are conducted and documented by the Records Staff and the Property and Evidence sergeant. On an annual basis, the deputy chief of the Services Bureau conducts an unscheduled audit of the property room with a documented report of findings. The most recent reports submitted were reviewed by CPSM. The reports' findings were minor, and were related to storage and classification of items.

It is recommended that the RPD continue to ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews as suggested by IAPE

CPSM recommends the outline for regular audits and reviews be included in a section manual as reference material for P&E personnel.

Security and Video Monitoring

Entry into the P&E room, drug office, and drug vault is by electronic FOB; recording entry and exit on a log-in form is also required. All P&E doors can also be accessed by traditional key

systems in the event the FOBs fail. The traditional key systems are controlled and keys are issued to just the following employees:

- Evidence and Property Technician.
- Drug Officer.
- Records Sergeant.
- Service Bureau Lieutenant.
- Service Bureau Captain.

RPD's P&E Unit has a 24-hour networked video system that stores up to two years of continual video for review and auditing. The cameras are positioned in areas that one would expect and will capture any improper behavior or performance issues when entering and exiting the property room. These areas include the property entry and release areas, the areas where the safes are positioned, and the rear exit of the P&E room. The property room has two separated areas to include a traditional evidence and property area as well as a secondary room (also equipped with video) for case files and boxes of older investigation. RPD requires a sign-in and sign-out log at the entry door. CPSM was required to check in and check out with each visit and there were secondary check-in logs for the gun and evidence storage area. These processes meet industry standards.

The door to the property room does not feature any authentication access and the door is not designed to withstand forcible entry. The International Association of Property and Evidence (IAPE) provides valuable training and technical support on professional and secure security and video monitoring system; RPD's video set-up meets the national standards. IAPE's website features links to sample policies and procedures as well as additional resources to improve security. Our suggestion is that RPD should upgrade its systems for double authenticity for entry.

Currency is stored in a temporary secure drop box inside the P&E room and all monies are removed and counted weekly. Monies from the drop box are either deposited at the Roanoke City Treasury Office or in a stored safe in a secured property cage of the P&E room.

Physical Assessment

CPSM found the property and evidence room to be overly crowded with items and boxes; however, RPD had taken steps to ensure the items were well stored and organized. Upon entry into the P&E room we found the area meets industry standards and the standards recommended by IAPE. Drugs are kept in a triple-secured drug vault that is only accessible by sworn personnel who have successfully passed the drug custodian audit to ensure proper training and handling of dangerous drugs. In addition, CPSM found that all monies and valuables (such as jewelry) are stored in a dual security safe located in the locked property cage. Firearms were also secured in dual security firearm storage area. These areas are secured and monitored with recorded video with 24-hour recording capability.

The number of items and the cramped storage of property at RPD is not unique, as most law enforcement agencies struggle with the constant management of incoming and outgoing items. RPD will need to reduce the number of items continually to avoid future storage issues.

Without an improvement in property purging, the department will continue to face storage space challenges. The following table shows the number of items checked into the P/E area over the past several years. This amount of property surpasses most law enforcement agencies similar in size. The number of items disposed of shows the RPD has performed extremely well in

destruction of evidence, with a minor YTD net number of overflow in 2023. However, CPMS recommends developing an audit system to track items checked out for court as the current TAB FusionRMS software is unable to track this flow currently.

TABLE 6-5: Property Taken In and Processed Out of the Property Room, 2020–2023

	2023 (YTD)	2022	2021	2020
Checked in	2,369	6,449	6,409	8,353
Checked out (temporarily for court, etc.)	N/A	N/A	N/A	N/A
Disposed	2,156	8,677	7,778	12,203
Net number of Items added to inventory	212	-2,228	1,374	-3,850

Source: Roanoke Police Department

Property and Evidence Summary

It is recommended that RPD begin to better inventory all property items checked out for court purposes or other reasons as well as track property disposed of so that a net number of items can regularly be inventoried. RPD should make this recommendation a priority. CPMS also recommends that RPD develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report.

The final P&E recommendation for RPD is to strongly consider a temporary task force comprised of department personnel to conduct a complete audit of the property room and dispose of unneeded items. It is essential that the property room free up space for future intake of property and evidence.

Property & Evidence Unit Recommendations:

- CPMS recommends all property & evidence custodians become formal members of the IAPE and use the organization's resources to continue to update and expand the section's property manual. (Recommendation No. 122.)
- Although RPD is guided by the operational procedure manual and CALEA standards, CPMS recommends a section manual as a guidebook and reference manual for professional development. (Recommendation No. 123.)
- CPMS recommends RPD evaluate the use of professional (civilian) Property & Evidence staff to replace the sworn officer positions now assigned to the P&E Unit. (Recommendation No. 124.)
- CPMS recommends RPD develop a formal system to ensure the property custodians are annually trained in critical topical areas and adequately document the training. This will ensure that industry standards will continually be sought to avoid potential problems. (Recommendation No. 125.)
- It is recommended that the RPD continue to ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews. (Recommendation No. 126.)
- CPMS recommends RPD reduce on a continual basis the number of items stored in order to avoid future storage issues. (Recommendation No. 127.)
- It is recommended that RPD begin to better inventory all property items checked out for court purposes or other reasons as well as track property that is disposed of so that a net number of items can regularly be inventoried. (Recommendation No. 128.)

- CPSM recommends the outline for regular audits and reviews be included in a section manual as reference material for P&E personnel. (Recommendation No. 129.)
- CPMS recommends that RPD develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report. (Recommendation No. 130.)
- The final P&E recommendation for RPD is to strongly consider a temporary task force comprised of personnel to conduct a complete audit of the property room and dispose of unneeded items. (Recommendation No. 131.)

§§§

SECTION 7. OTHER AREAS

TACTICAL RESPONSE TEAM (SWAT & CRISIS NEGOTIATIONS)

In 1992, the Roanoke Police Department developed a Special Weapons and Tactics Team, recognized by RPD as the Tactical Response Team (TRT). Like many contemporary law enforcement agencies in the 1990s, tactical events were increasing, which required local agencies to develop a response to the threats such as the emergence of active shooter events. The increasing deployments and length of tactical operations created a challenge for local police agencies that had to depend on quick response from county sheriffs, regional SWAT teams, and state resources. This evolved into the need to organize and train officers for critical events at the local level and created new challenges for police organizations to manage these teams.

SWAT teams originated in the late 1960s. The utilization of trained and skilled law enforcement tactical units, when called upon to assist in the resolution of critical incidents, has been demonstrated nationwide to substantially reduce the risk of injury and loss of life to citizens, officers, and suspects alike. However, this responsibility is associated with high risk liability, advanced training, new technology, and equipment needs for law enforcement agencies as officers respond to critical events such as active shooters and workplace violence incidents.

The concept of a Special Weapons and Tactics (SWAT) team is to provide an organized and structured response to critical, high-risk situations that may be beyond the capabilities of field officers and to minimize the danger posed by such occurrences to officers and the public. It should be the goal of any SWAT team to resolve each situation encountered using only that force which is objectively reasonable to manage the situation safely and successfully. Though the potential for violent encounters is a part of everyday law enforcement, from time-to-time agencies are confronted with situations where specialized equipment and training are advantageous in attempting to safely resolve an incident. For that reason, virtually all agencies have developed, equipped, and trained teams of personnel for such a response.

TRT Structure, Staffing, and Work Schedules

RPD's TRT Unit is comprised of 31 total operators, team leaders, and commanders who are all sworn police officers with the Roanoke Police Department. As is common with all but the largest jurisdictions, members of the team serve in a collateral role to their primary duty assignment, be that patrol, detectives, school resource officers, etc.

RPD's structure of the Tactical Response Team meets industry standards and is similar to the majority of national Tier II SWAT Units. The structure and staffing level of the Tactical Response Team and the Crisis Negotiation Team are shown in the following table.

TABLE 7-1: Roanoke Police Department: Tactical Response Team Staffing Levels

	Captain	Lt.	Sgts.	Officers	Other*	Total
Tactical Team	1	2	6	15	0	23
Crisis Nego.	0	0	2	5	0	8
Total	1	2	8	20	0	31

Note: *TRT has no medics, paramedics, or doctors assigned.

CPSM found that RPD's TRT meets the qualifications of a Tier II tactical team based on its current team structure. It is recommended a tactical response team have at least 15 members so it is able to conduct any single or combination of capabilities to include barricaded subject operations, sniper operations, high-risk warrant service and high-risk apprehension, high-risk security operations, and terrorism response operations. TRT has structured its resources to meet the NTOA standards of a Tier II team with 23 tactical members; there are three current TRT vacancies. CPSM recommends the backfilling of TRT vacancies as soon as practical to reduce liability exposure, to continue exceed NTOA recommendations, and to safeguard tactical emergency responses.

One of the challenges for American SWAT teams is balancing the need for experienced and seasoned operators and avoiding a change in staffing and training needs that can lead to tactical challenges with inexperienced members at all ranks, especially at the operator level. RPD is faced with a similar challenge as the team is designated with three tactical team components, comprised of 7 officer units, all functioning under centralized command. Each tactical team has one team member at the rank of sergeant; however, TRT includes four members functioning as operators with the rank of sergeant. Currently, as TRT members promote to sergeant there is no written protocol for replacing these members. This issue is not easily resolved in balancing outgoing experience with incoming new personnel. This hypothetical scenario can lead to sergeants overriding team leader decisions and creating confusion among tactical operators. This specific issue was not evident at RPD and protocols are in place to control the obstacles associated with the sergeant rank structure. CPSM recommends TRT provide ongoing protocol training on tactical chain of command and decision-making while also evaluating the value of team members promoting and remaining on TRT.

The TRT Unit does not have any medics, fire paramedics, or medical doctors assigned to the team. It is recommended that TRT build-out the team to develop a tactically trained fire paramedic and train TRT members as team medics. Although some police agencies have reserve officers (medical doctors) as team members, it is a very difficult objective to obtain. The Structure of the TRT team does not easily integrate with the CNT Unit and this is an area that TRT leadership has been evaluating prior to the CPSM visit and is reviewed more closely in the next segment.

Workload/Policy Review

In review of the policies related to TRT, CPSM concluded the documents meet industry standards and the recommendations by the National Tactical Officers Association (NTOA). In further review, TRT policy OD 47.1.7 (SWAT policy) followed many of the recommendations developed by NTOA and the IACP in a 2014 national study of SWAT and tactical teams (National Special Weapons and Tactics Study, 2014, IACP, NTOA). In addition, TRT is used as the special protection team (dignitary protection) and the elements of the policy (OD 47.1.11) support the structure and duties of those serving on the Tactical Response Team. A CPSM recommends TRT ensure that dignitary protection is part of its annual tactical training and included in the after-action training memorandums.

The TRT policy establishes the team must be staffed with sufficient resources to handle command and control, containment, entry, apprehension, and rescue. In April 2018, the National Tactical Operators Association (NTOA) published the Tactical Response and Operations Standard for Law Enforcement Agencies as a guideline. The document defines the types of teams to include the Tactical Response team, Perimeter Control, and Containment teams. The SWAT tier described by RPD is based upon the ability to handle a variety of tactical objectives and it these are included in policy and listed below:

- Hostage rescue.
- Barricaded subjects.
- Sniper operations.
- High-risk warrant service, apprehensions, security operations,
- Active shooter, and other events that exceed the capability and/or capacity of an agency's first responders and/or investigative units.

Per policy, TRT members, when approved, are issued take-home vehicles as all members serve as stand-by personnel for any preplanned event or emergency critical incident.

CPSM concluded that RPD's TRT team is considered Tier II based on NTOA's recommendation for handling critical incidents and consistent with RPD's policy. CPSM concluded that the TRT policy includes the proper qualifications and criteria:

- Recognized competence and ability as evidenced by performance.
- Demonstrated good judgment and understanding of critical role of negotiator and negotiation process.
- Effective communication skills to ensure success as a negotiator.
- Special skills, training, or appropriate education as it pertains to the assignment.
- Commitment to the unit, realizing that the assignment may necessitate unusual working hours, conditions, and training obligations.

RPD's TRT has the capacity to maintain all the necessary mission capabilities and, if necessary, may still be faced with conducting an emergency hostage rescue if circumstances require it. From a workload perspective. The following table shows the total number of operations managed by the TRT from 2020 to YTD 2023.

TABLE 7-2: Roanoke Police Department's Tactical Response Team Operations

	2020	2021	2022	2023	Total Tactical Operations
Search Warrants/Call Outs	4	2	2	3	11
Non-S/W Ops.	2	16	4	0	22
Dynamic S/W Served	0	1	1	0	2
Total Yearly Tactical Ops	6	19	7	3	35
Emergency Callouts	3	11	4	3	21*

Note: *Emergency callouts are critical events that surpass the capabilities and skillsets of patrol resources, requiring the expertise, equipment, and tactical strategies of a trained and certified SWAT unit.

Due to the various levels of tactical operations, there are no national standards as to how many tactical events or emergency callouts an agency should manage yearly. In review of RPD tactical events, TRT utilizes industry standards callout procedures and threat assessments, as stated in policy OD 47.1.7. TRT has remained steadily busy and purposeful in its efforts while ensuring each callout and deployment are carefully assessed by TRT leadership. As an example, the number of dynamic (deliberate) search warrant entries should be minimized as often as possible and replaced with options such as arrest of suspect away from home, ruse operations to move a suspect outside of their residence, surround and call-out, and breach and hold (similar to a callout). These types of arrest situations are part of all tactical operations and should be closely tracked and monitor by TRT leadership. CPSM recommends that TRT develop an Excel database to closely track the types of arrest operations and the tactics used during the event.

Source: Roanoke Police Department

All tactical events are based on the intended arrest of subjects who are wanted as potential suspects or have been positively identified for serious misdemeanor or felony crimes. CPSM recommends that TRT develop a threat matrix checklist to ensure the proper operational units are executing search warrants and arrest operations without placing RPD officers and the community at unneeded risk. NTOA offers a tactical response and operations standards document for law enforcement organizations.

Training

CPSM conducted a needs assessment review that included testing processes, operational standards, after-action debriefs, training documentation, transportation vehicles, armor and armored vehicles, less lethal devices, training ammunition, and the existence of functional equipment.

Qualifications and selection details to the TRT are included in policy and include the selection process for all TRT members. The RPD has an extensive application, testing, and selection process for all TRT and CNT members which meets the national standards recommended by NTOA. When a TRT position becomes available an announcement is made by the department for those interested in the position. Those chosen for TRT are based on the following qualifications:

- Successful completion of a physical fitness qualification test within the maximum allotted time.
- Successful completion of a firearms course with their department-issued duty handgun and rifle.
- Oral interview conducted by TRT team supervisors and team members.

- Tactical decision exercise/questions that focus on the core competencies of the critical missions handled by the TRT.
- Display an ability to function appropriately under pressure and possess a calm and stable personality.
- Meeting standards on annual performance evaluations.

A needs assessment is a process for determining the needs, otherwise known as "gaps," between current and desired outcomes. When used properly, this assessment provides valuable insight into a team's processes and highlights areas for efficiency improvements. Consideration should be given for leadership to conduct an in-house "Needs Assessment" of the SWAT team regarding the personnel complement, equipment, training, and budget demands.

In assessing equipment and weaponry, we found all guns and long rifles were functional as are less-lethal munitions and helmet cams. However, two areas in need of attention are the secondary (smaller) logistic robot, which is no longer capable of maintaining a battery charge as well as the pole camera that is also unable to maintain a battery charge. When technological items cannot sustain a charge it is usually caused by a breakdown in the chemical flow of charged ions. When this occurs, it is suggested the item be upgraded or the battery back (if possible) be updated. It is recommended the TRT equipment be repaired as soon as practical to ensure the availability of tactical equipment during critical incidents, possibly preventing an incident to escalate.

TRT's manual meets industry standards and serves as a guiding document for new personnel; however, these living documents are in constant need of update. A manual is intended to establish the unit mandate, structure, and general operating procedures for Special Weapons and Tactics beyond the scope of the policy. It should include the command-and-control structure, team functions, specialized equipment, mission planning, post-incident management, after actions, training evolutions, high-risk entry checklists, and a myriad of other disciplines. The effect of a manual should provide a baseline that is limited to that of an administrative guide for decision making before the fact and as a guide for a team to act. It is not to be considered as a standard for external judgment of the propriety of the action taken. That is a matter of established law and a process for courts and juries reviewing specific facts of a given incident. Roanoke should not arbitrarily create a manual as a replacement for any existing legal standards and the general application of tactics, movements, and resources to conclude a field incident.

In light of the TRT members serving in a collateral duty, meeting the training threshold can be a challenge based on the daily needs of the department. The National Tactical Officers Association guidelines on training call for 192 to 480 hours per year in addition to 40 hours per year for the entire team to train together. CPSM recommends TRT follow the NTOA standards to ensure best practices for a Tier II SWAT Unit. CPSM recommends the TRT's SOP manual be reviewed and updated annually to meet current law and best practices, and to identify and train subject matter experts as internal instructors for professional development. The National Tactical Officers Association is dedicated to improving tactics and safety through education, peer contacts, and the sharing of tactical information. This organization of subject matter experts provides training for members of tactical teams through an annual conference and ongoing in-service tactical training classes.

The Roanoke Police Department's TRT meets the NTOA standards with two required monthly training days that are preplanned. The training days are documented with attendance rosters and training objectives. The training is reported to the department training coordinator for

personnel records and accountability. TRT qualifies its members with firearms, rifles, and less lethal once per year; the monthly tactical training schedule includes these skillsets for all members.

TRT stores all weapons in a secure tactical truck inside of a locked tactical bay. Only TRT members and command staff members have access to the locked bay area. CPSM recommends that RPD provide 24/7 video camera security in this area to ensure safety and security of all weapons.

CPSM was advised that movement training occurred from four to six times a year and is an essential operational objective to secure locations, contain suspects, and rescue victims. RPD conducts one regional training day per year and schedules joint training with the state police as schedules allow.

One of the deficiencies identified by CPMS is the inclusion of Crisis Negotiation Team members into regular TRT scenario and movement training. The training memorandums do not include joint training nor defined scenarios in how to place CNT members in safe-zones or conduct radio communication in working cohesively during tactical events. This type of joint training should be documented in training memorandums, agendas, and yearly training records and is highly recommended by NTOA. CPMS strongly recommends RPD develop quarterly training with all crisis negotiation members and include training scenarios that are CNT-centric. These events should be included in the monthly training memorandums for department personnel records.

RPD's Tactical Response Team has established policies and guidelines that are considered national best practices; the current level of training, deployments, and special operations are consistent with contemporary SWAT teams in the nation. One of the most important and crucial elements of tactical teams after proper training mandates are met is achieving public confidence and trust in tactical team operations. One of the best initiatives to ensure public accountability and responsibility is developing a body-worn camera (BWC) program. RPD established its BWC program in 2015 and it currently includes Axon BWC helmet cams for all TRT members. These videos are viewed by TRT leadership and activated on all tactical operations. CPSM recommends that RPD continue to ensure the use of BWC devices to include regular viewing of officer video and ensuring it is consistent with police reports and other internal reporting mechanisms.

Tactical Response Team & Crisis Negotiation Team Recommendations:

- CPSM recommends the backfilling of TRT vacancies as soon as practical to reduce liability exposure, to continue to exceed NTOA recommendations, and to safeguard tactical emergency responses. (Recommendation No. 132.)
- CPSM recommends TRT provide ongoing protocol training on tactical chain of command and decision-making while also evaluating the value of team members promoting and remaining on TRT. (Recommendation No. 133.)
- It is recommended that TRT build-out the team with a tactically trained fire paramedic and also train TRT members as team medics. (Recommendation No. 134.)
- CPSM recommends TRT ensure that dignitary protection is part of its annual tactical training and is included in the after-action training memorandums. (Recommendation No. 135.)
- CPSM recommends that TRT develop an Excel database to closely track the types of arrest operations and the tactics used during each event. (Recommendation No. 136.)

- It is recommended the TRT equipment be repaired as soon as practical to ensure the availability of tactical equipment during critical incidents, possibly preventing an incident to escalate. (Recommendation No. 137.)
- It is recommended that the TRT develop a training matrix as recommended by the NTOA and IACP for inclusion into the TRT section manual. (Recommendation No. 138.)
- CPSM recommends TRT follow NTOA standards to ensure best practices for a Tier II SWAT Unit. (Recommendation No. 139.)
- CPSM recommends the TRT's SOP manual be reviewed and updated annually to meet current law and best practices, and that it identify and train subject matter experts as internal instructors for professional development. (Recommendation No. 140.)
- CPSM recommends that RPD provide 24/7 video camera security in the tactical bay area to ensure safety and security of all weapons. (Recommendation No. 141.)
- CPMS strongly recommends RPD develop quarterly training with all crisis negotiation members and include training scenarios that are CNT-centric. These events should be included in the monthly training memorandums for department personnel records. (Recommendation No. 142.)
- CPSM recommends that RPD continue to ensure the use of BWC devices to include regular review of officer video and to ensure officer actions are consistent with police reports and other internal reporting mechanisms. (Recommendation No. 143)

≈ ≈ ≈

DISPATCH OPERATIONS

The City of Roanoke operates its own emergency communication and dispatch center. This center is a separate department outside of the police department and provides dispatching services for all departments in the city. Because the center is outside the purview of the police department we did not assess the operations of the center. We did discuss the quality of dispatch services with members of RPD leadership. We learned that although there was a general consensus that dispatch operations within the City of Roanoke were professional and competent, there are concerns over the police department's ability to modify its response to certain types of calls.

RPD provided an example that occurred recently wherein the department sought to incorporate some workload mitigation measures during the COVID-19 alternative response period. During that period of time, RPD started to implement a "no response" practice to select types of calls that were deemed minor in nature. The reason for this was to minimize unnecessary exposure of its personnel but also to mitigate the patrol workload.

Workload mitigation measures are sometimes a necessity of police work. When resources are stretched thin, departments implement any number of mitigation measures in an effort to best utilize the resources that are available. In fact, oftentimes, mitigation measures are recommended to offset workload when it exceeds capacity.

In the example above, RPD management advised that the city dispatch center was not willing to implement the mitigation measures and told the department they would accept all calls and send those calls to the department personnel in patrol. RPD supervisors and officers elected to self-manage the workload during this period of time and in place of responding to the calls in person, they initiated the practice of clearing the calls off the dispatcher screen without an

actual response (internally referred to as “samming”). This is problematic for a number of reasons and the practice should be discontinued.

Although it is inappropriate for field personnel to engage in this practice and likely caused damage to public perception and community relationships, the practice may have been a good practice if properly coordinated through the dispatch center.

A police department needs to have operational control over its personnel; dispatch centers are designed to support the department's functions, not determine policy or to supersede the direction of the Police Chief.

Dispatch Recommendation:

- CPSM recommends that RPD and the Roanoke communications center develop a mechanism whereby the department determines response protocols, including call mitigation when necessary. (Recommendation No. 144.)

≈ ≈ ≈

POLICE DEPARTMENT BUILDING

The Roanoke Police Department is housed within its own stand-alone building located at 348 Campbell Ave. SW in Roanoke. The building houses all RPD operations. The police station is a relatively modern brick facility that sits next door to the Roanoke City Sheriff's Office and the Roanoke City Jail building. There is limited street parking near the front of the building. Public parking is available at a parking structure across the street from the police station. Police vehicle parking is at the rear of the station. Public parking in the parking structure appears to have adequate space.

Police parking in the rear of the building is limited and does not have the capacity for holding the entire police fleet at one time. As well, the rear parking area is not secure. Access to the rear parking lot is off Church Avenue SW, the driveways are open, and anyone can drive or walk through the lot and up to the back door of the police station. In ideal circumstances police vehicles would be stored in a secure lot that is not accessible by the public. Police employees should be able to move from the building to parked vehicles in a secure environment. A secure environment reduces the likelihood of police vehicles being tampered with, police equipment being stolen from those vehicles, or police employees encountering people that do not belong in the lot.

The police facility itself is secure. Most employees access the building from the rear entrance while on duty. That door is secured with key-card electronic access. The front lobby of the station is accessible to the front of the building off Campbell Avenue SW and is open to the public during business hours. There is a public window that is staffed by Records employees who are available to assist the public and direct them to the appropriate person in the station to handle their needs. There is a public meeting room off the lobby and another secure door that leads into the business area of the station where most employees work.

The police facility has multiple floors (five, including the basement), floors are accessible by an elevator system and a well-used stairwell system. Each floor has a main hallway with various unit offices and employee work areas. The building also has adequate employee locker space and a modern gym facility for employee use. In touring the building, we observed that space is not a concern. Although the police department has multiple employee vacancies there is a significant amount of unassigned workspace available for future growth or needs. Although

there are areas of the building that appear dated the overall condition is good and the interior technology is modern by police department industry standards.

There do not appear to be any significant maintenance issues and RPD leadership appears to be actively engaged in creating workable areas to serve the needs the department.

Department Building Recommendation:

- CPSM recommends RPD and the City of Roanoke explore solutions to secure the rear parking area of the police station. (Recommendation No. 145.)

§§§

SECTION 8. SUMMARY

Throughout this report we have endeavored to provide the reader with insight into the Roanoke Police Department, its strengths, and opportunities for improvement.

CPSM recognizes that the recommendations we have made come at a cost. Please be assured that they were not made lightly, but with significant consideration concerning operational necessity. This review evaluated staffing and workload to determine if RPD was appropriately staffed. The investigative workload does not appear to exceed industry standards and the patrol workload only occasionally exceeded the recommended 60 percent threshold. Because the agency is holding so many vacancies our recommendation is that the department fill its vacancies and accurately capture its patrol workload dynamic before considering the need to grow the department. Additionally, there does not appear to be significant growth in the city on the horizon that would in some cases trigger a concern that staffing is inadequate.

We further recognize that implementing many of the recommendations in this report, should the Roanoke Police Department choose to do so, will take weeks, months, and in some cases years. We would encourage the city and department leadership to work with the future police chief on identifying those recommendations which, in his / her viewpoint, are most critical. Also, we would make ourselves available to consult as necessary and appropriate.

Additionally, a comprehensive data analysis report follows. While the more pertinent aspects of that analysis are embedded in the preceding Operational Assessment, readers are encouraged to review the data analysis report in its entirety.

§ § §

SECTION 9. DATA ANALYSIS

This data analysis on police patrol operations for the Roanoke Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this preliminary report was developed using data from the department's computer-aided dispatch (CAD) system.

CPSM collected data for a one-year period from January 1, 2022, through December 31, 2022. The majority of the first section of the analysis, concluding with Table 9-9, uses call data for one year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2022, or winter, and the second period is from July 7 through August 31, 2022, or summer.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based on its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Roanoke's dispatch data. We made assumptions and decisions to address these issues.

- 4,830 events (about 6 percent) involved patrol units spending zero time on scene.
- The computer-aided dispatch (CAD) system used approximately 102 different event descriptions, which we condensed into 18 categories for our tables and 11 categories for our

figures (shown in Chart 9-1). Table 9-20 in the appendix shows how each call description was categorized.

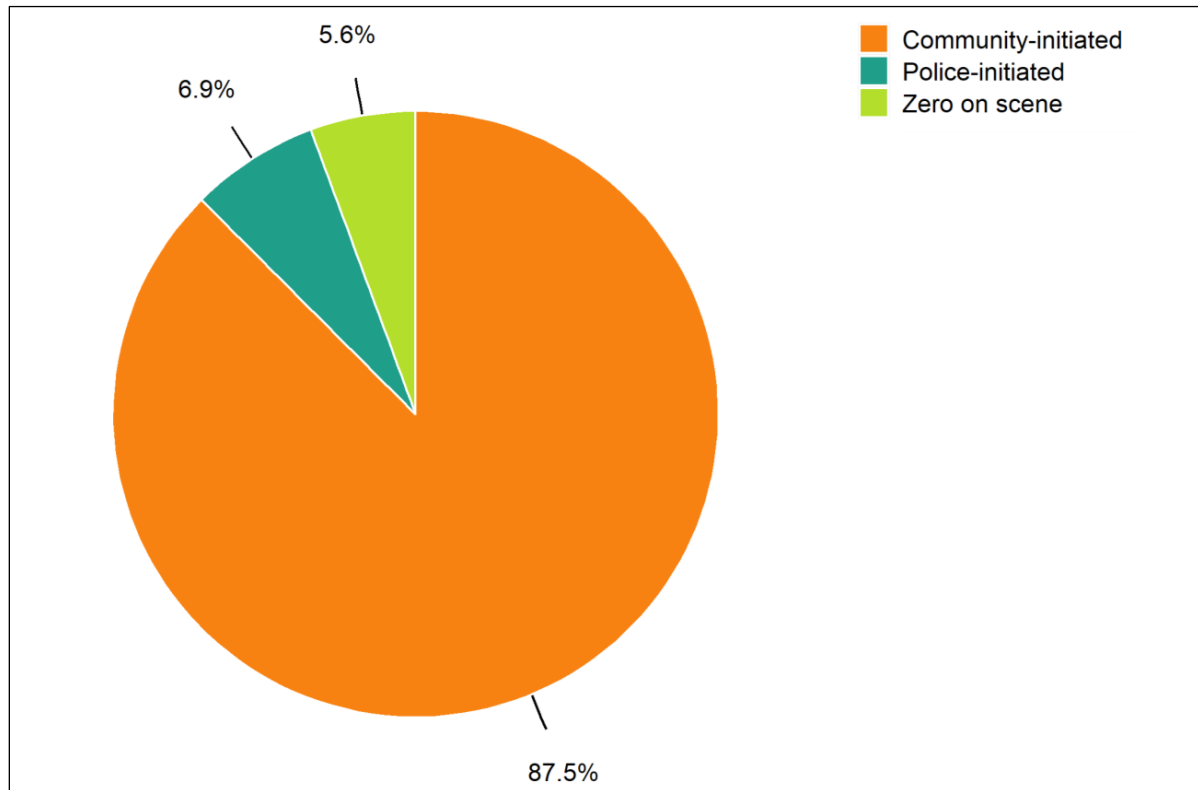
Between January 1, 2022, and December 31, 2022, the communications center recorded approximately 85,837 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 235.2 patrol-related events per day, approximately 6 percent of which (13.2 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 9-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist other agency	Assist
Civil matter	Civil matter
Crime against persons	Crime
Crime against property	
Crime against society	
Disorderly persons	Disorderly persons
Disturbance	Disturbance
Animal call	General noncriminal
Juvenile	
Mental health	
Warrant/prisoner	
Investigation	Investigation
Public service	Public service
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 9-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 85,837 events.

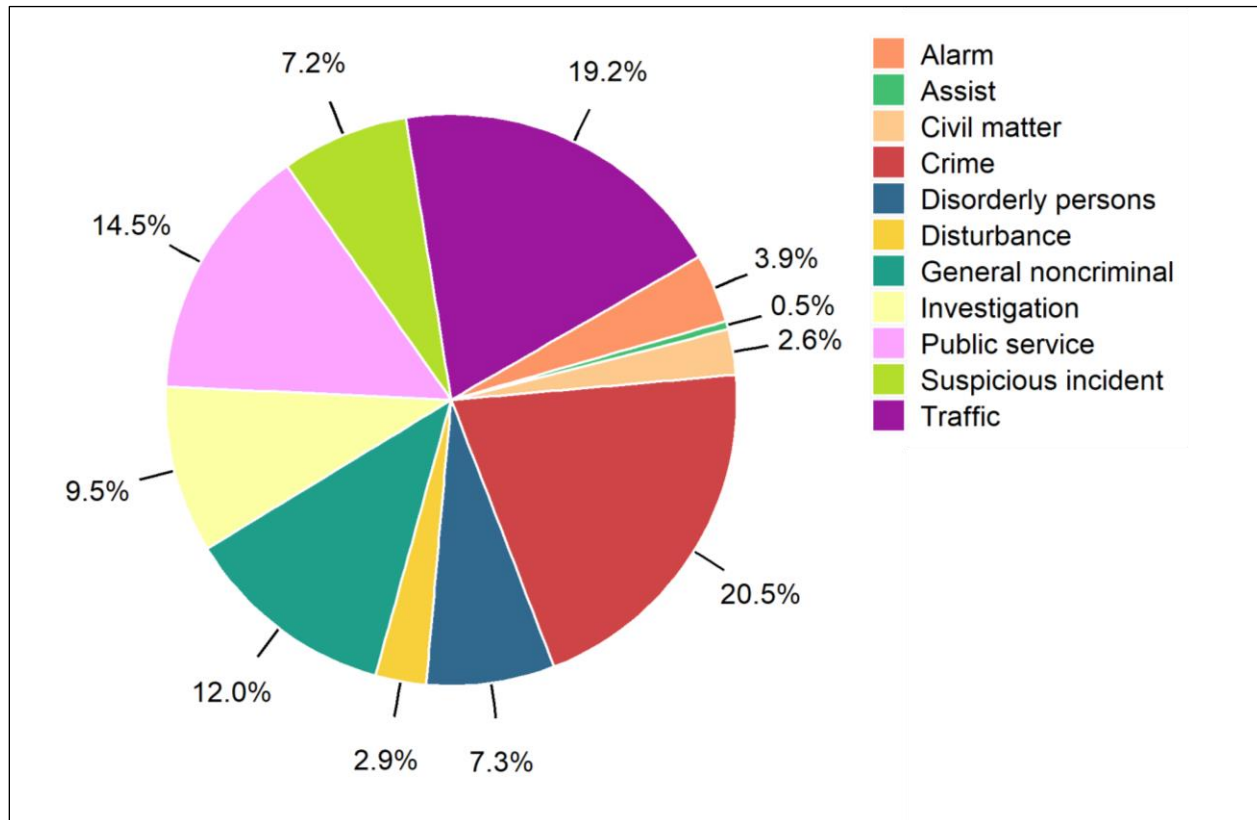
TABLE 9-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	75,109	205.8
Police-initiated	5,898	16.2
Zero on scene	4,830	13.2
Total	85,837	235.2

Observations:

- 6 percent of the events had zero time on scene.
 - The top descriptions for zero on scene events were "UNKNOWN SITUATION/UNKNOWN EMERGENCY," "RECKLESS DRIVING," and "PUBLIC SERVICE/POLICE INFORMATION." These accounted for about 47 percent of total zero on scene calls.
 - Patrol units spent 917 minutes on these 4,830 events, which averaged about 2 minutes per call or 3 minutes per day.
 - 55 percent of these calls listed no unit en route, while 95 percent listed no arriving unit.
- 7 percent of all events were police-initiated.
- 88 percent of all events were community-initiated.

FIGURE 9-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-2: Events per Day, by Category

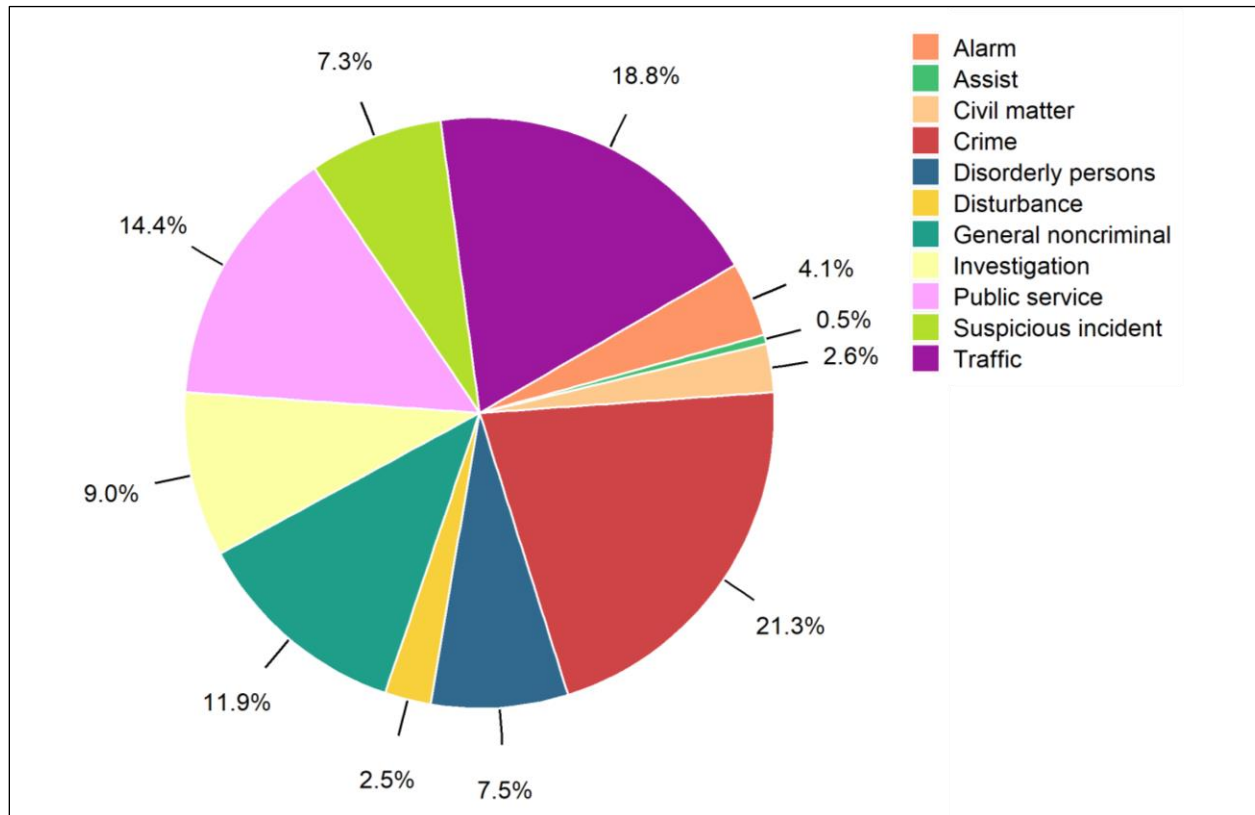
Category	No. of Events	Events per Day
Accident	5,127	14.0
Alarm	3,341	9.2
Animal call	2,755	7.5
Assist other agency	403	1.1
Civil matter	2,203	6.0
Crime against persons	8,112	22.2
Crime against property	8,740	23.9
Crime against society	782	2.1
Disorderly persons	6,240	17.1
Disturbance	2,460	6.7
Investigation	8,114	22.2
Juvenile	1,175	3.2
Mental health	3,242	8.9
Public service	12,445	34.1
Suspicious incident	6,187	17.0
Traffic enforcement	6,670	18.3
Traffic stop	4,696	12.9
Warrant/prisoner	3,145	8.6
Total	85,837	235.2

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top four categories accounted for 66 percent of events:
 - 21 percent of events were crimes.
 - 19 percent of events were traffic-related.
 - 14 percent of events were public service events.
 - 12 percent of events were general noncriminal events.

FIGURE 9-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	5,065	13.9
Alarm	3,299	9.0
Animal call	2,375	6.5
Assist other agency	398	1.1
Civil matter	2,142	5.9
Crime against persons	7,973	21.8
Crime against property	8,555	23.4
Crime against society	707	1.9
Disorderly persons	6,091	16.7
Disturbance	2,036	5.6
Investigation	7,304	20.0
Juvenile	1,123	3.1
Mental health	3,115	8.5
Public service	11,674	32.0
Suspicious incident	5,950	16.3
Traffic enforcement	5,502	15.1
Traffic stop	4,655	12.8
Warrant/prisoner	3,043	8.3
Total	81,007	221.9

Note: The focus here is on recorded calls rather than recorded events. We removed 4,830 events with zero time on scene.

Observations:

- On average, there were 221.9 calls per day, or 9.2 per hour.
- The top four categories accounted for 66 percent of calls:
 - 21 percent of calls were crimes.
 - 19 percent of calls were traffic-related.
 - 14 percent of calls were public service calls.
 - 12 percent of calls were general noncriminal calls.

FIGURE 9-4: Calls per Day, by Initiator and Month

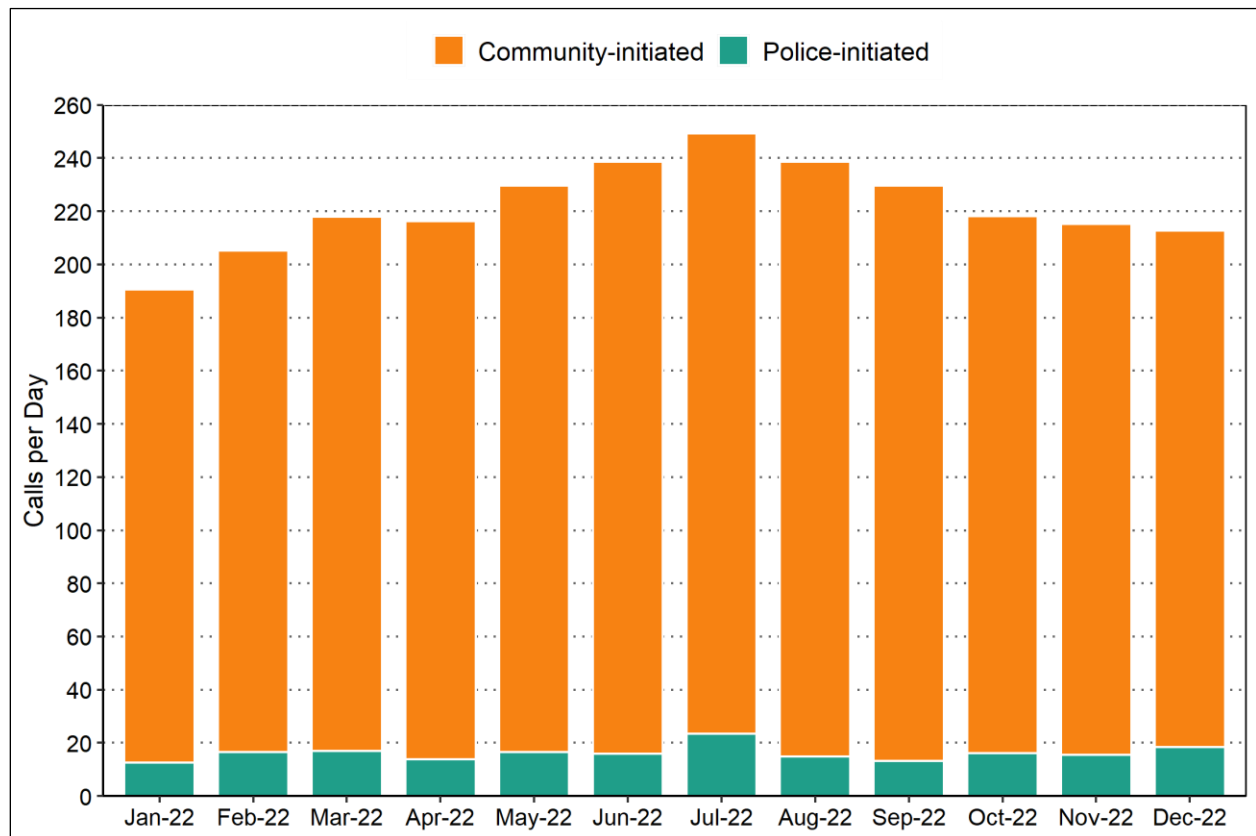


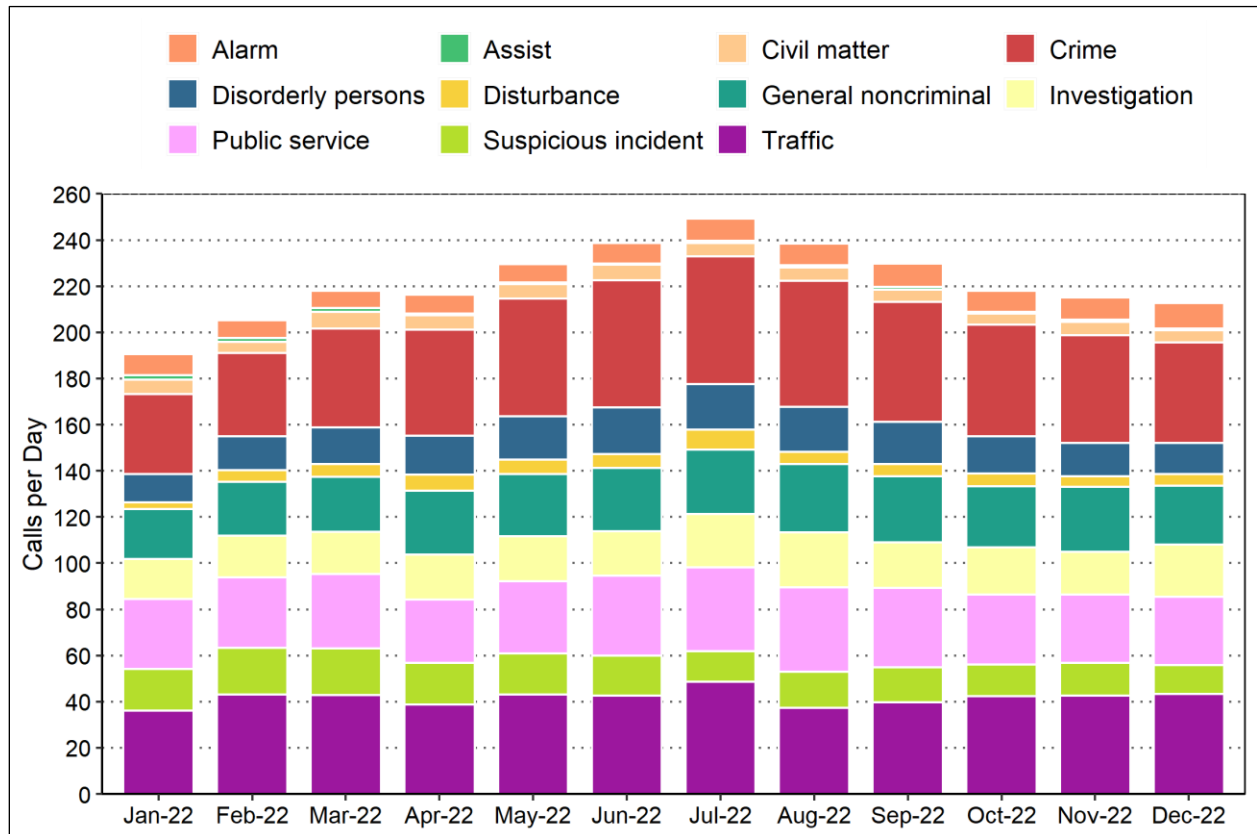
TABLE 9-4: Calls per Day, by Initiator and Months

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	178.0	188.6	201.1	202.4	213.0	222.7	226.0	223.7	216.6	202.1	199.7	194.3
Police	12.6	16.6	16.9	13.9	16.5	16.0	23.4	14.8	13.1	16.0	15.4	18.5
Total	190.6	205.2	218.0	216.3	229.5	238.7	249.4	238.6	229.7	218.1	215.1	212.7

Observations:

- The number of calls per day was lowest in January.
- The number of calls per day was highest in July.
- The months with the most calls had 31 percent more calls than the months with the fewest calls.
- July had the most police-initiated calls, with 85 percent more than January, which had the fewest.
- July had the most community-initiated calls, with 27 percent more than January, which had the fewest.

FIGURE 9-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-5: Calls per Day, by Category and Month

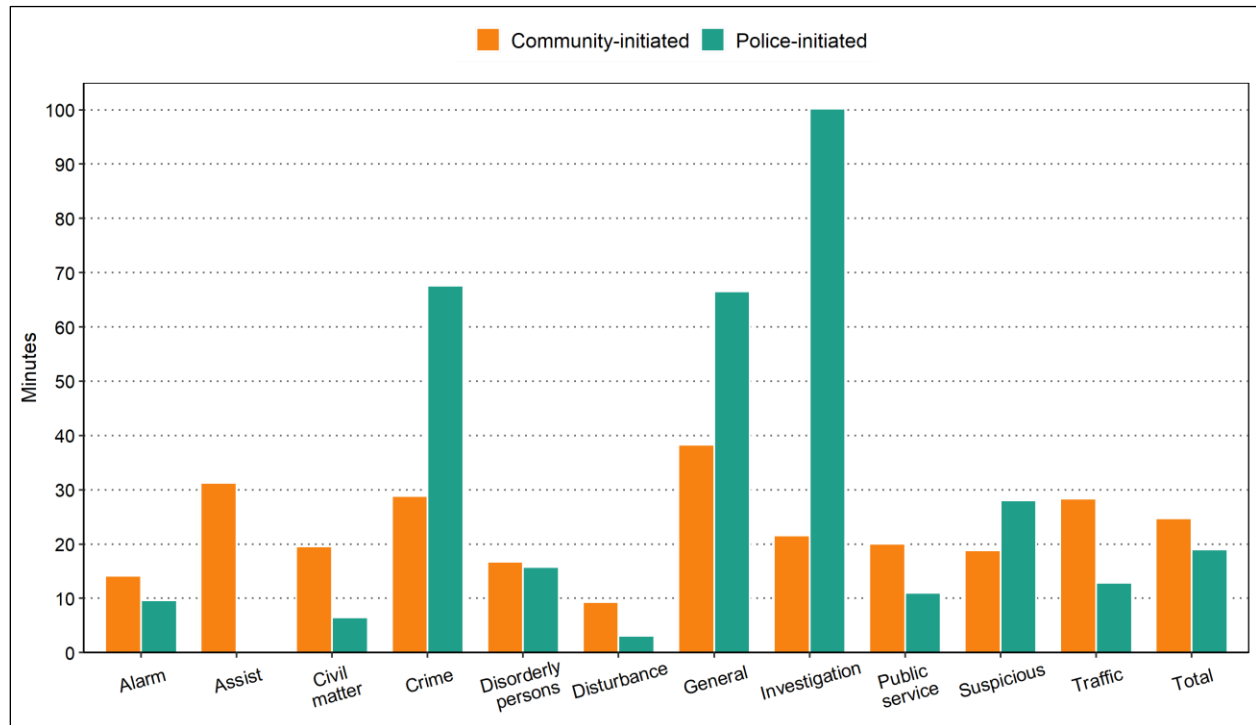
Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	11.8	14.8	13.8	12.7	14.0	13.5	12.4	13.6	14.7	15.0	16.3	14.1
Alarm	9.1	7.5	7.5	8.3	7.8	8.9	9.8	9.4	10.1	9.2	9.5	11.2
Animal call	5.5	5.3	4.8	7.4	6.1	8.4	7.5	6.7	7.3	6.5	6.8	5.8
Assist other agency	2.0	1.9	1.7	0.7	0.7	0.5	0.9	1.1	1.2	0.8	1.1	0.6
Civil matter	6.4	4.8	7.1	6.3	6.3	6.8	5.8	5.8	5.2	4.8	5.8	5.3
Crime against persons	16.8	15.7	20.0	21.5	25.2	24.3	26.1	23.8	23.8	24.0	20.9	19.5
Crime against property	16.4	18.6	20.4	22.3	23.9	28.2	27.1	28.6	26.3	22.8	23.9	22.3
Crime against society	1.4	1.7	2.4	2.0	2.0	2.3	2.2	2.2	1.8	1.5	1.8	2.0
Disorderly persons	12.1	14.8	15.9	16.9	18.7	20.4	19.6	19.5	18.4	16.2	14.5	13.4
Disturbance	3.0	4.9	5.5	6.9	6.4	6.0	8.7	5.1	5.3	5.5	4.6	5.0
Investigation	17.3	18.1	18.1	19.5	19.5	19.1	23.0	23.8	19.7	20.5	18.7	22.5
Juvenile	2.2	2.6	3.0	3.4	2.9	4.0	3.2	3.2	3.8	3.3	2.5	2.8
Mental health	7.2	7.2	8.5	8.3	9.1	7.9	8.6	9.3	8.4	8.3	10.6	9.0
Public service	30.5	30.5	32.4	27.6	31.4	34.8	36.3	36.5	34.2	30.5	29.6	29.5
Suspicious incident	18.1	20.2	20.3	17.9	17.7	17.2	13.2	15.7	15.2	13.7	14.1	12.6
Traffic enforcement	14.5	15.0	16.1	15.5	16.7	16.6	16.8	12.5	14.9	14.3	13.8	14.3
Traffic stop	9.7	13.4	12.9	10.6	12.5	12.6	19.5	11.3	10.2	12.9	12.6	14.9
Warrant/prisoner	6.7	8.3	7.7	8.5	8.7	7.1	8.6	10.5	9.3	8.4	8.0	8.0
Total	190.6	205.2	218.0	216.3	229.5	238.7	249.4	238.6	229.7	218.1	215.1	212.7

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 64 and 68 percent of calls throughout the year:
 - Crime calls averaged between 34.6 and 55.4 calls per day throughout the year.
 - Traffic calls averaged between 36.0 and 48.7 calls per day throughout the year.
 - Public service calls averaged between 27.6 and 36.5 calls per day throughout the year.
 - General noncriminal calls averaged between 21.6 and 29.7 calls per day throughout the year.
- Crime calls accounted for 18 to 23 percent of total calls.

FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator

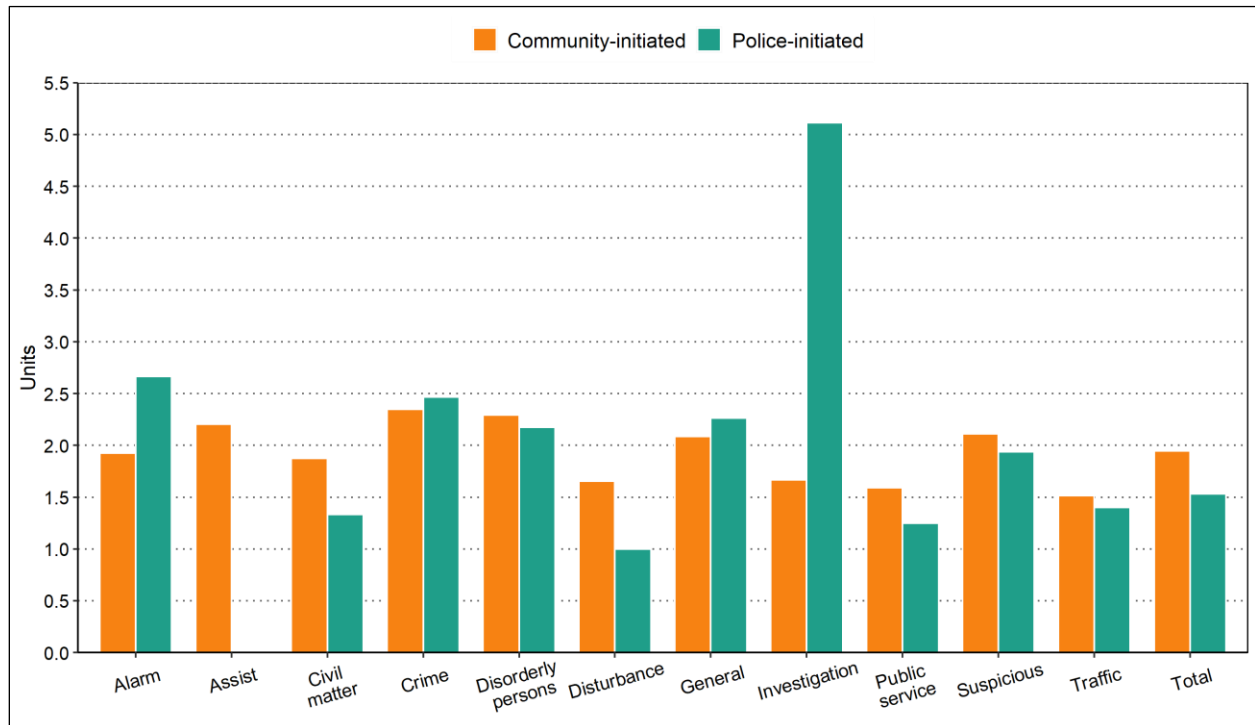
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	40.5	5,003	38.8	62
Alarm	14.1	3,296	9.6	3
Animal call	17.2	2,366	25.7	9
Assist other agency	31.2	398	NA	0
Civil matter	19.6	2,139	6.5	3
Crime against persons	33.0	7,887	46.1	86
Crime against property	25.0	8,498	41.3	57
Crime against society	29.2	575	93.0	132
Disorderly persons	16.7	6,068	15.8	23
Disturbance	9.3	2,035	3.1	1
Investigation	21.5	7,242	100.2	62
Juvenile	26.0	1,120	28.1	3
Mental health	52.7	3,112	206.2	3
Public service	20.1	11,332	11.0	342
Suspicious incident	18.8	5,887	28.0	63
Traffic enforcement	17.1	5,373	69.1	129
Traffic stop	NA	0	11.0	4,655
Warrant/prisoner	45.1	2,778	66.8	265
Weighted Average/Total Calls	24.7	75,109	19.0	5,898

Note: The information in Figure 9-6 and Table 9-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 3 to 100 minutes overall.
- The longest average times were for police-initiated investigation calls.
- The average time spent on crime calls was 29 minutes for community-initiated calls and 68 minutes for police-initiated calls.
 - Many police-initiated crime calls were traffic stops that became drug offenses.

FIGURE 9-7: Number of Responding Units, by Initiator and Category



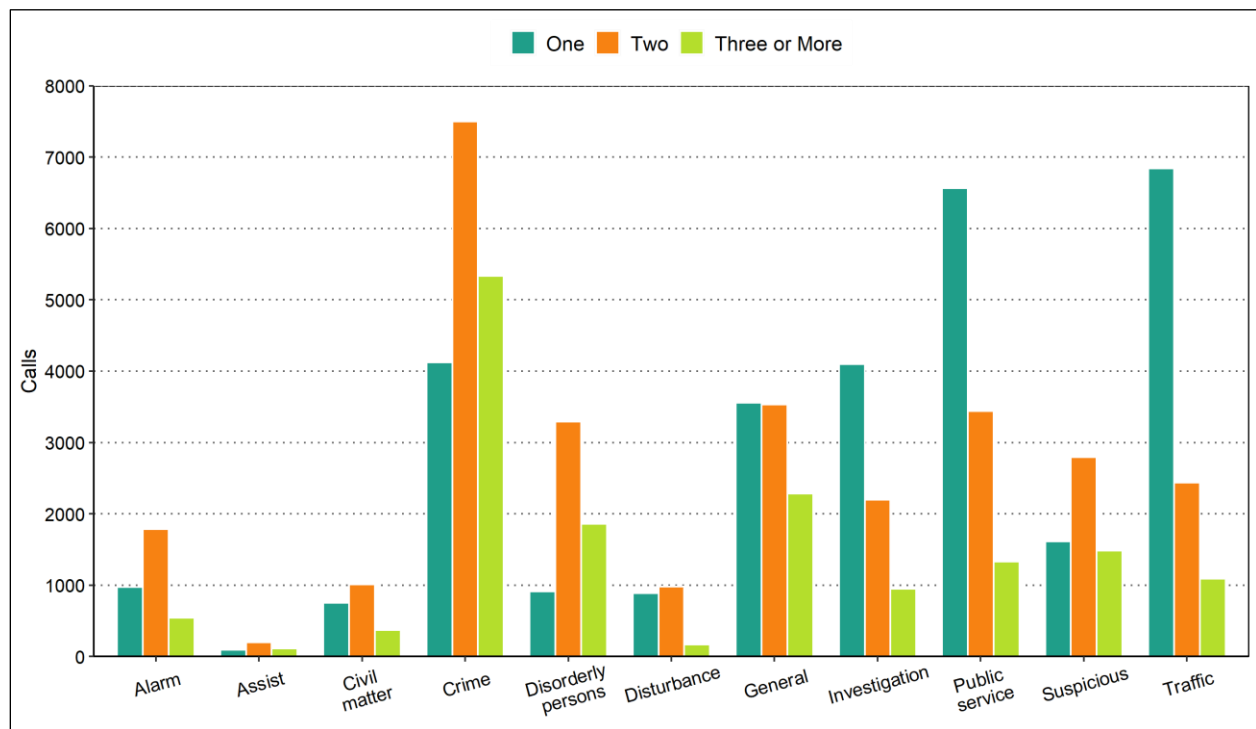
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.7	5,003	2.2	62
Alarm	1.9	3,296	2.7	3
Animal call	1.3	2,366	1.2	9
Assist other agency	2.2	398	NA	0
Civil matter	1.9	2,139	1.3	3
Crime against persons	2.7	7,887	2.4	86
Crime against property	2.0	8,498	1.7	57
Crime against society	1.9	575	2.8	132
Disorderly persons	2.3	6,068	2.2	23
Disturbance	1.7	2,035	1.0	1
Investigation	1.7	7,242	5.1	62
Juvenile	2.2	1,120	1.3	3
Mental health	2.6	3,112	4.7	3
Public service	1.6	11,332	1.2	342
Suspicious incident	2.1	5,887	1.9	63
Traffic enforcement	1.3	5,373	2.0	129
Traffic stop	NA	0	1.4	4,655
Warrant/prisoner	2.2	2,778	2.3	265
Weighted Average/Total Calls	1.9	75,109	1.5	5,898

Note: The information in Figure 9-7 and Table 9-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

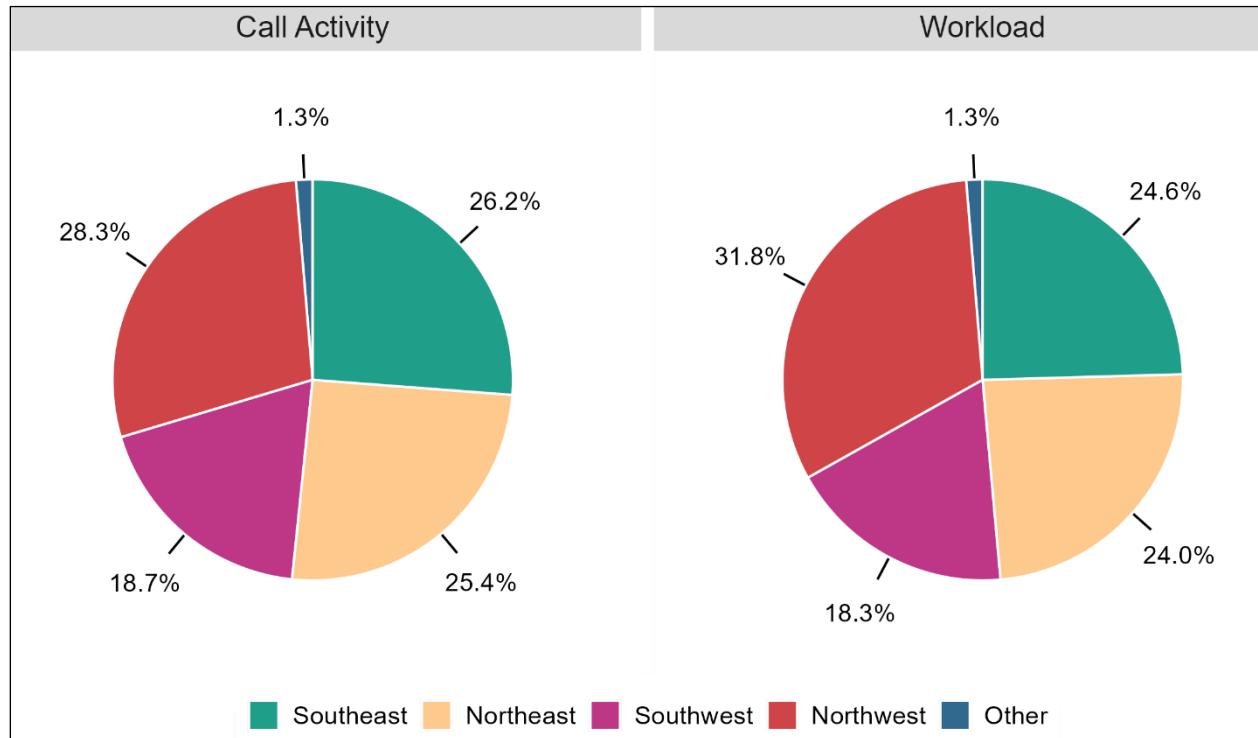
TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	2,763	1,460	780
Alarm	971	1,785	540
Animal call	1,747	480	139
Assist other agency	93	196	109
Civil matter	754	1,013	372
Crime against persons	1,267	3,342	3,278
Crime against property	2,635	3,915	1,948
Crime against society	223	243	109
Disorderly persons	913	3,294	1,861
Disturbance	887	978	170
Investigation	4,099	2,196	947
Juvenile	301	498	321
Mental health	694	1,362	1,056
Public service	6,562	3,443	1,327
Suspicious incident	1,610	2,796	1,481
Traffic enforcement	4,081	979	313
Warrant/prisoner	817	1,191	770
Total	30,417	29,171	15,521

Observations:

- The overall mean number of responding units was 1.5 for police-initiated calls and 1.9 for community-initiated calls.
- The mean number of responding units was as high as 5.1 for investigation calls that were police-initiated. Most police-initiated investigation calls (77 percent) were vehicle pursuits.
- 40 percent of community-initiated calls involved one responding unit.
- 39 percent of community-initiated calls involved two responding units.
- 21 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved crimes.

FIGURE 9-9: Percentage Calls and Work Hours, by Zone



Note: The "other" category includes calls at headquarters and outside Roanoke.

TABLE 9-9: Calls and Work Hours by Zone and District, per Day

Zone	District	Per Day		Population (Est. 2022)	Square Miles
		Calls	Work Hours		
Southeast	3	10.4	7.8	8,135	4.6
	7	22.6	13.9	4,341	1.0
	13	16.7	11.8	7,950	4.2
	Downtown	8.4	5.0	711	0.1
	Subtotal	58.1	38.6	21,137	10.0
Northeast	6	18.2	12.7	12,555	4.1
	12	20.5	13.6	6,736	5.3
	14	17.8	11.4	4,887	3.4
	Subtotal	56.5	37.7	24,178	12.8
Southwest	1	13.2	8.4	4,248	0.9
	5	9.4	6.7	4,219	1.5
	9	12.4	8.6	8,572	3.3
	11	6.6	5.1	8,811	3.7
	Subtotal	41.6	28.8	25,850	9.3
Northwest	2	15.7	12.7	7,812	3.7
	4	14.8	12.0	8,600	3.3
	8	17.6	13.4	7,011	2.2
	10	14.7	11.9	5,572	1.7
	Subtotal	62.8	50.0	28,995	10.9
Other	HQ	2.5	1.7	NA	NA
	Outside city	0.4	0.4	NA	NA
	Subtotal	3.0	2.1	NA	NA
Total		221.9	157.1	100,160	42.9

Observations:

- The Northwest zone had the most calls and largest workload; it accounted for 28 percent of total calls and 32 percent of total workload.
- An even distribution of calls and work would allot 54.8 calls and 38.8 work hours per zone.

FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2022

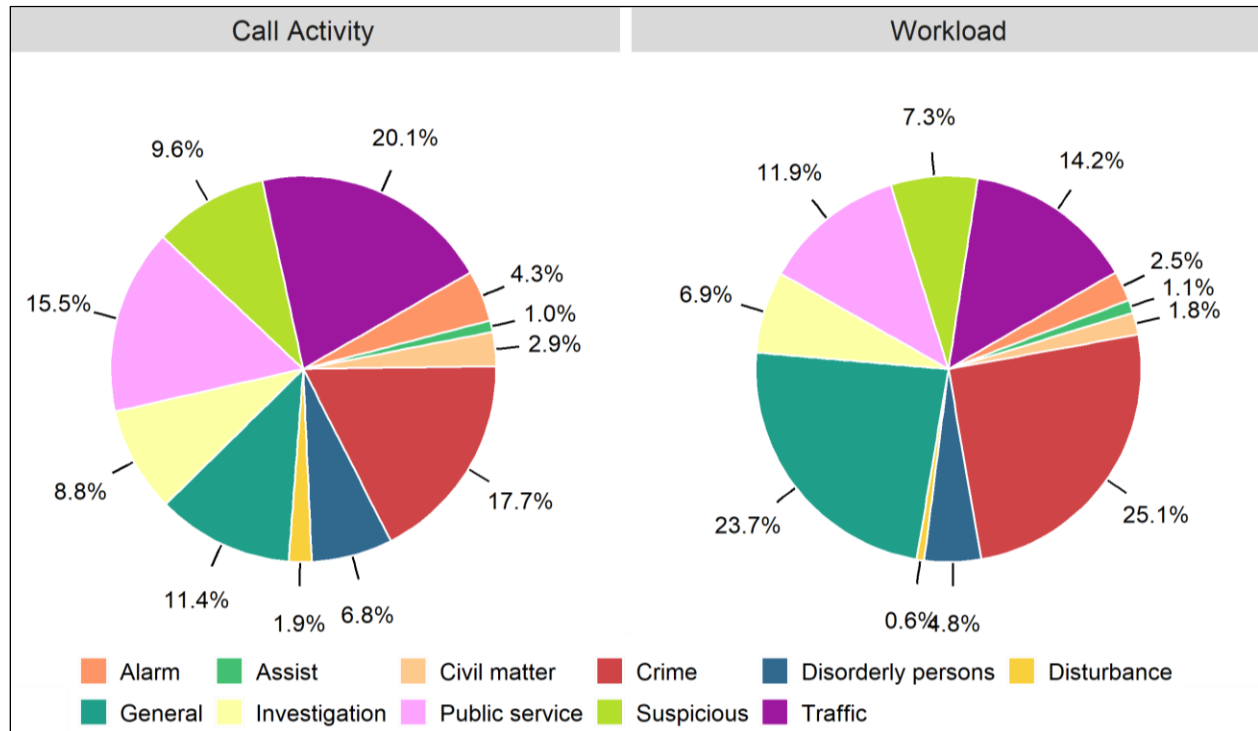


TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	13.3	12.6
Alarm	8.4	3.9
Animal call	5.3	1.9
Assist other agency	1.9	1.7
Civil matter	5.6	2.9
Crime against persons	15.8	23.2
Crime against property	17.4	13.6
Crime against society	1.5	2.2
Disorderly persons	13.3	7.4
Disturbance	3.8	1.0
Investigation	17.2	10.7
Juvenile	2.3	1.7
Mental health	7.1	23.7
Public service	30.4	18.5
Suspicious incident	18.8	11.3
Traffic enforcement	14.5	6.4
Traffic stop	11.5	3.1
Warrant/prisoner	7.7	9.6
Total	195.7	155.3

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 196 per day or 8.2 per hour.
- Total workload averaged 155 hours per day, meaning that on average 6.5 units per hour were busy responding to calls.
- Crime calls constituted 18 percent of calls and 25 percent of workload.
- Traffic calls constituted 20 percent of calls and 14 percent of workload.
- Public service calls constituted 16 percent of calls and 12 percent of workload.
- General noncriminal calls constituted 11 percent of calls and 24 percent of workload.
- These top four categories constituted 65 percent of calls and 75 percent of workload.

FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2022

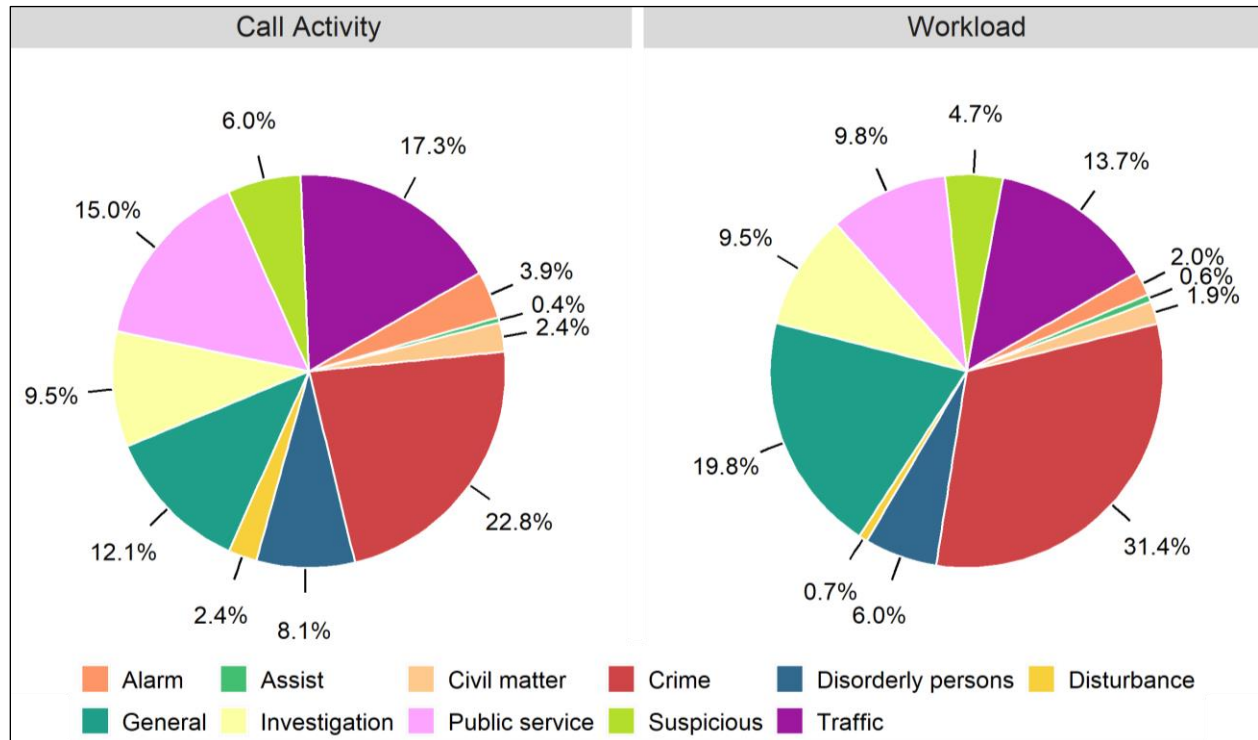


TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2022

Category	Per Day	
	Calls	Work Hours
Accident	13.0	13.8
Alarm	9.4	3.4
Animal call	7.1	2.6
Assist other agency	1.0	1.1
Civil matter	5.7	3.2
Crime against persons	24.6	32.4
Crime against property	28.1	19.8
Crime against society	2.2	1.5
Disorderly persons	19.4	10.2
Disturbance	5.7	1.2
Investigation	22.8	16.3
Juvenile	3.3	3.1
Mental health	8.9	16.7
Public service	36.2	16.7
Suspicious incident	14.5	8.1
Traffic enforcement	14.0	5.9
Traffic stop	14.8	3.7
Warrant/prisoner	9.8	11.4
Total	240.6	171.2

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.
- Total calls averaged 241 per day or 10.0 per hour.
- Total workload averaged 171 hours per day, meaning that on average 7.1 units per hour were busy responding to calls.
- Crime calls constituted 23 percent of calls and 31 percent of workload.
- Traffic calls constituted 17 percent of calls and 14 percent of workload.
- Public service calls constituted 15 percent of calls and 10 percent of workload.
- General noncriminal calls constituted 12 percent of calls and 20 percent of workload.
- These top four categories constituted 67 percent of calls and 75 percent of workload.

OUT-OF-SERVICE ACTIVITIES

In the period from January 1, 2022, through December 31, 2022, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to out-of-service activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- After these exclusions, 48,436 activities remained. These activities had an average duration of 22.0 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

TABLE 9-12: Activities and Occupied Times by Description

Code	Description	Occupied Time	Count
CK	Check property	7.1	616
DM	Disabled motorist	7.4	302
OV	Out of vehicle (foot patrol or business checks)	17.3	17,381
S3	Signal 3/arrest	21.6	392
SU	Checking suspicious person or vehicle	5.0	2,400
WS	Warrant service	8.0	3,562
Proactive – Weighted Average/Total Calls		14.5	24,653
HQ	At main police station	33.1	12,431
CT	Court-related duties	59.5	1,043
FO	Follow up	16.4	3,868
GA	Garage (radio or vehicle service)	16.6	2,279
MT	Meeting	21.1	374
OS	Out of service	53.5	710
SA	Special assignment	40.9	963
Miscellaneous		43.0	480
Administrative – Weighted Average/Total Calls		30.7	22,148
ML	Meal break	21.4	1,029
PR	Personal reason (bathroom break)	12.0	606
Personal – Weighted Average/Total Calls		17.9	1,635
Weighted Average/Total Calls		22.0	48,436

Observations:

- The most common out-of-service activity was for “out of vehicle (foot patrol or business checks).”
- The activities with the longest average time were court-related duties.

FIGURE 9-12: Activities per Day, by Month

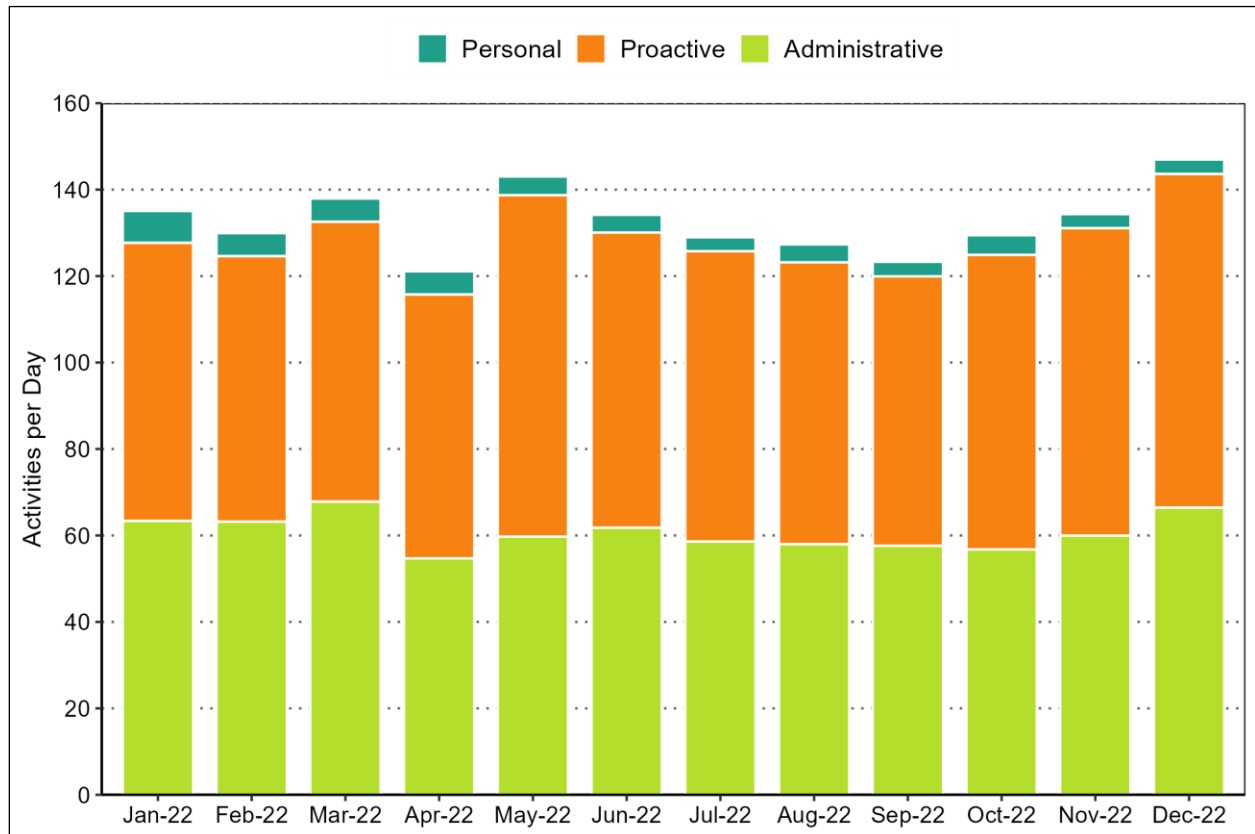


TABLE 9-13: Activities and Workload per Day, by Month

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Personal	7.4	5.3	5.4	5.4	4.3	4.1	3.2	4.2	3.4	4.5	3.2	3.4
Proactive	64.3	61.4	64.7	61.0	79.0	68.3	67.1	65.2	62.3	68.1	71.1	77.2
Administrative	63.4	63.2	67.8	54.7	59.7	61.8	58.6	58.0	57.6	56.8	60.0	66.5
Total	135.1	129.9	137.9	121.1	143.0	134.2	129.0	127.3	123.3	129.5	134.3	147.0

Observations:

- The number of activities per day was lowest in April.
- The number of activities per day was highest in December.

FIGURE 9-13: Activities per Day, by Day of Week

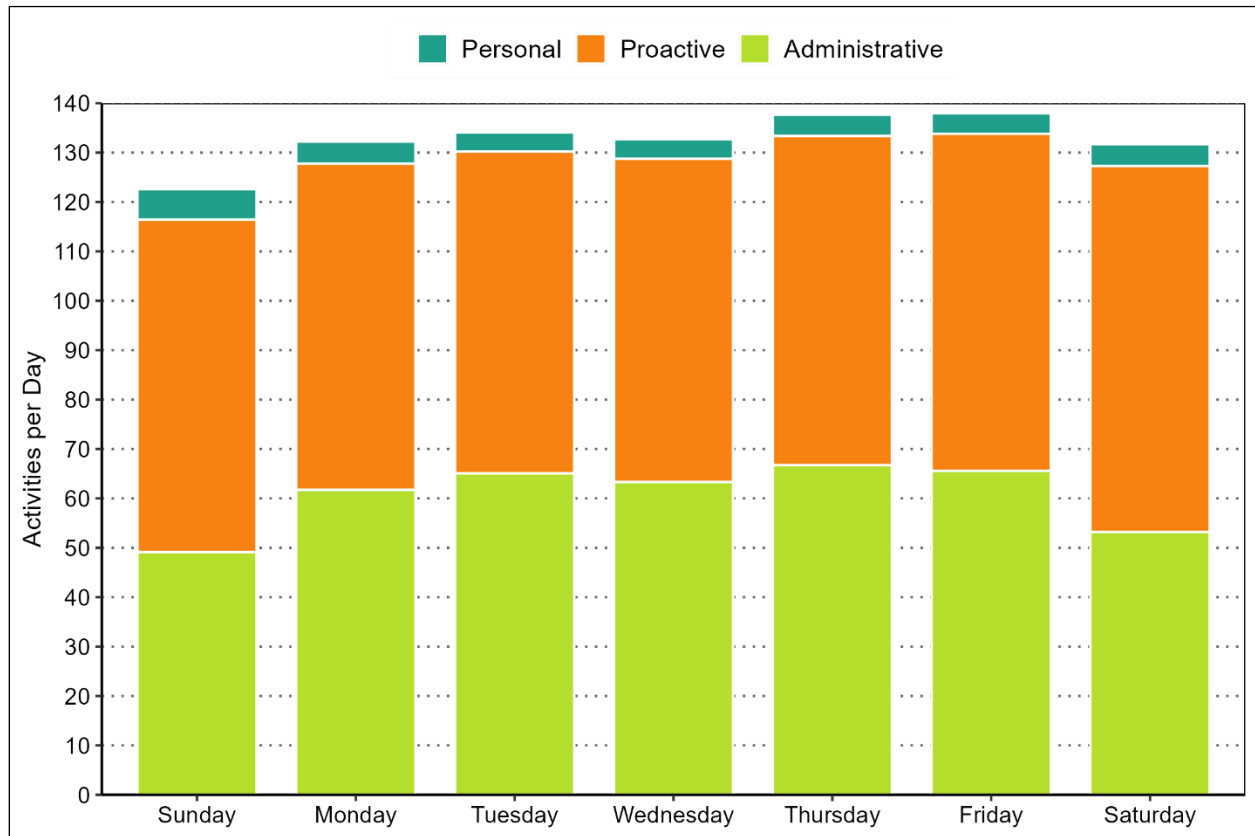


TABLE 9-14: Activities per Day, by Day of Week

Day of Week	Personal	Proactive	Administrative	Total
Sunday	6.2	67.2	49.2	122.6
Monday	4.5	65.9	61.8	132.2
Tuesday	3.9	65.1	65.1	134.1
Wednesday	3.9	65.5	63.3	132.7
Thursday	4.3	66.6	66.8	137.7
Friday	4.2	68.2	65.6	138.0
Saturday	4.4	74.1	53.2	131.7
Weekly Average	4.5	67.5	60.7	132.7

Observations:

- The number of out-of-service activities per day was lowest on Sundays.
- The number of out-of-service activities per day was highest on Fridays.

FIGURE 9-14: Activities per Day, by Hour of Day

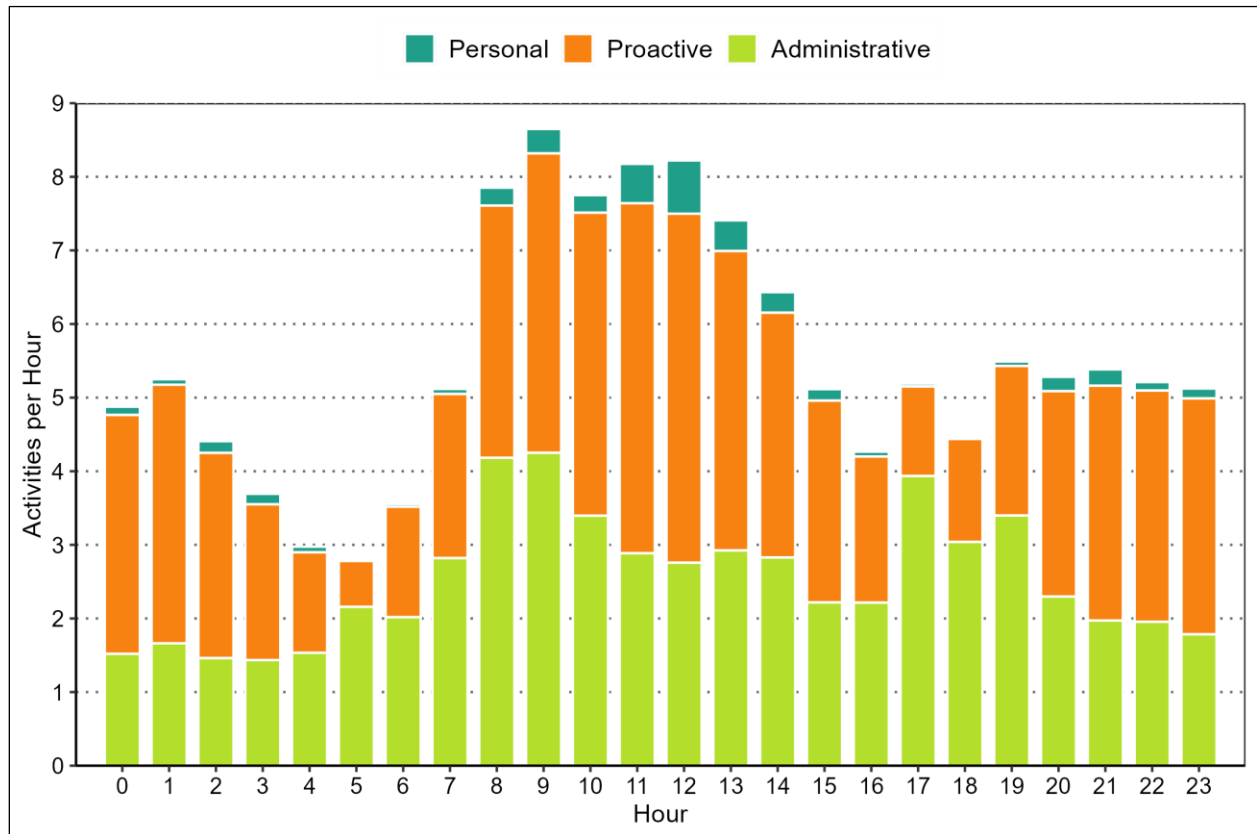


TABLE 9-15: Activities per Hour, by Hour of Day

Hour	Personal	Proactive	Administrative	Total
0	0.11	3.25	1.52	4.88
1	0.07	3.52	1.66	5.25
2	0.16	2.79	1.46	4.41
3	0.14	2.11	1.44	3.69
4	0.08	1.37	1.53	2.98
5	0.03	0.62	2.16	2.81
6	0.04	1.50	2.02	3.56
7	0.07	2.23	2.82	5.12
8	0.24	3.43	4.18	7.85
9	0.33	4.07	4.25	8.65
10	0.24	4.11	3.40	7.75
11	0.53	4.76	2.89	8.18
12	0.72	4.74	2.76	8.22
13	0.42	4.06	2.93	7.41
14	0.28	3.32	2.83	6.43
15	0.16	2.74	2.22	5.12
16	0.07	1.98	2.22	4.27
17	0.04	1.21	3.94	5.19
18	0.02	1.40	3.04	4.46
19	0.06	2.03	3.40	5.49
20	0.19	2.79	2.30	5.28
21	0.22	3.19	1.97	5.38
22	0.12	3.13	1.96	5.21
23	0.13	3.20	1.79	5.12
Hourly Average	0.19	2.81	2.53	5.53

Observations:

- The number of activities per hour was lowest between 5:00 a.m. and 6:00 a.m.
- The number of activities per hour was highest between 9:00 a.m. and 10:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The department's main patrol force consists of patrol units and sergeants, operating on 12-hour shifts starting at 6:00 a.m., 8:00 a.m., 6:00 p.m., and 8:00 p.m. The police department's main patrol force deployed an average of 16.8 officers per hour during the 24-hour day in winter 2022 and an average of 16.3 officers per hour in summer 2022. When additional units are included (e.g., beat patrol units/foot patrol downtown, bicycle patrol units, K-9 units, and patrol lieutenants), the deployment averaged 17.9 units per hour during the 24-hour day in winter 2022 and 17.3 units per hour during the 24-hour day in summer 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 9-15: Deployed Officers, Weekdays, Winter 2022

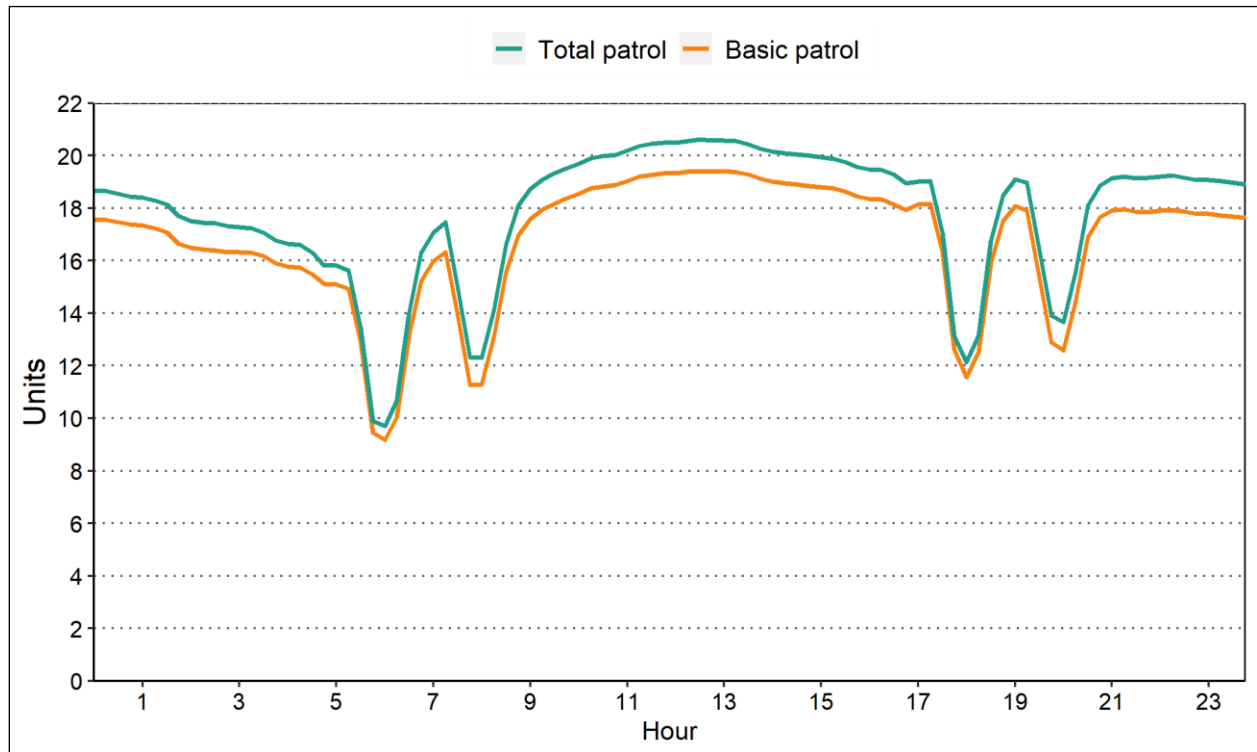


FIGURE 9-16: Deployed Officers, Weekends, Winter 2022

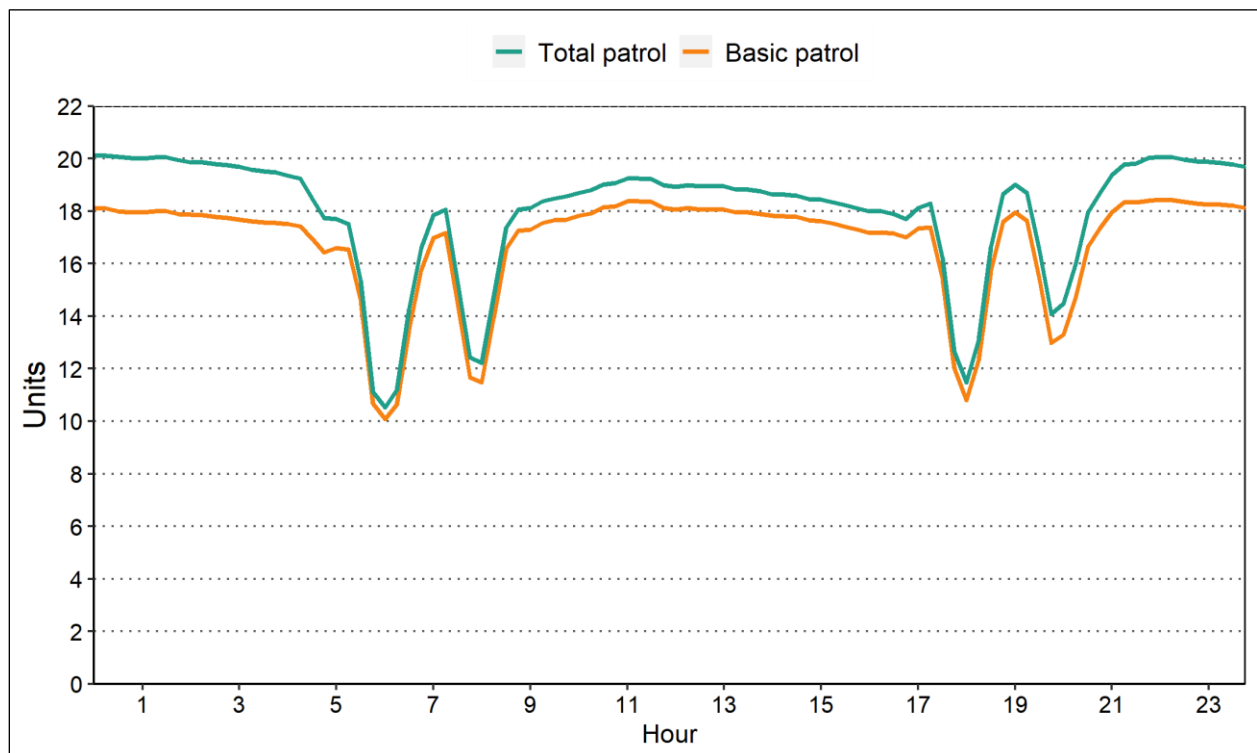


FIGURE 9-17: Deployed Officers, Weekdays, Summer 2022

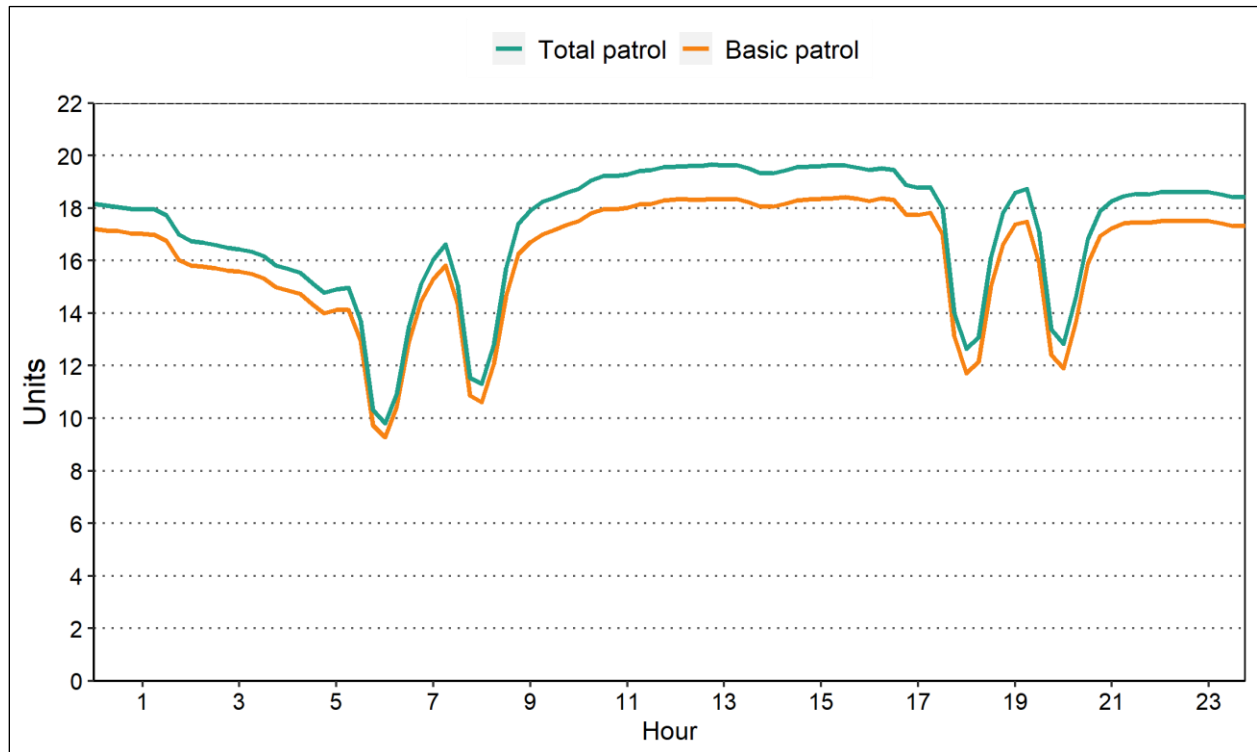
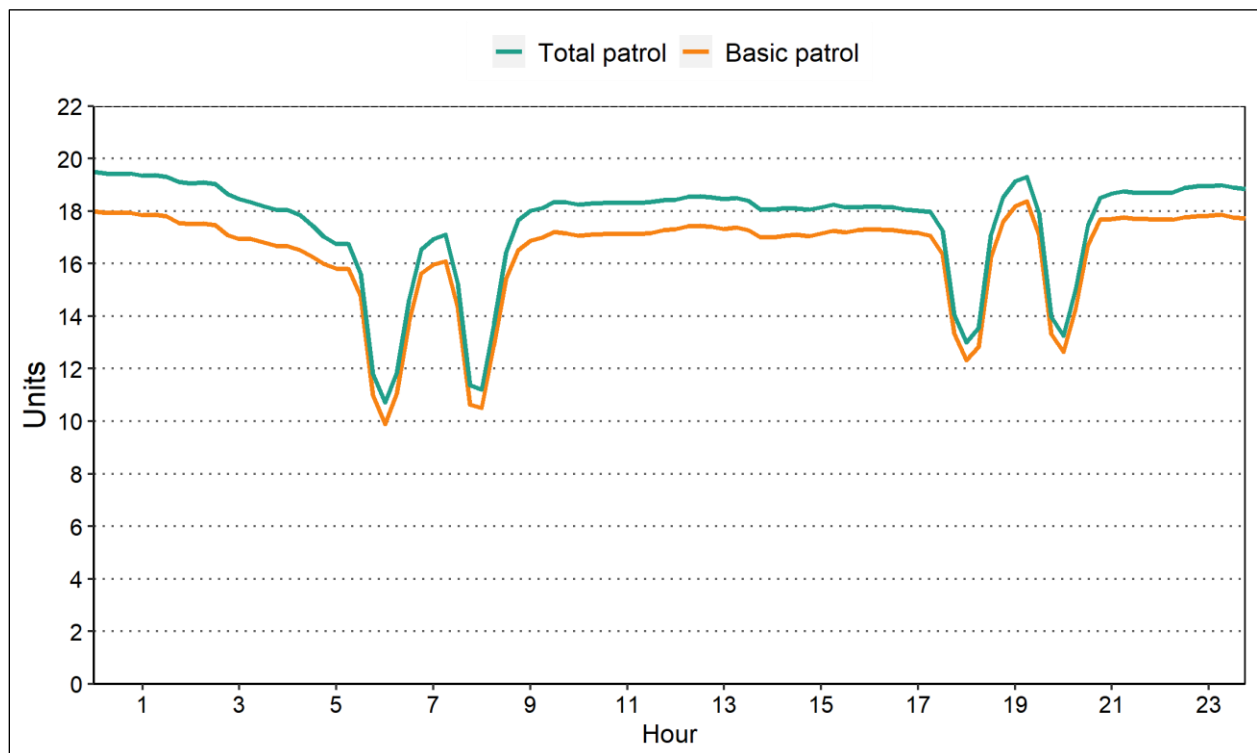


FIGURE 9-18: Deployed Officers, Weekends, Summer 2022



Observations:

- For Winter (January 4 through February 28, 2022):
 - The average deployment was 17.8 units per hour during the week and 18.0 units per hour on the weekend.
 - Average deployment varied from 9.7 to 20.6 units per hour on weekdays and 10.5 to 20.1 units per hour on weekends.
- For Summer (July 7 through August 31, 2022):
 - The average deployment was 17.2 units per hour during the week and 17.5 units per hour on the weekend.
 - Average deployment varied from 9.8 to 19.7 units per hour on weekdays and 10.7 to 19.5 units per hour on weekends.

FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2022

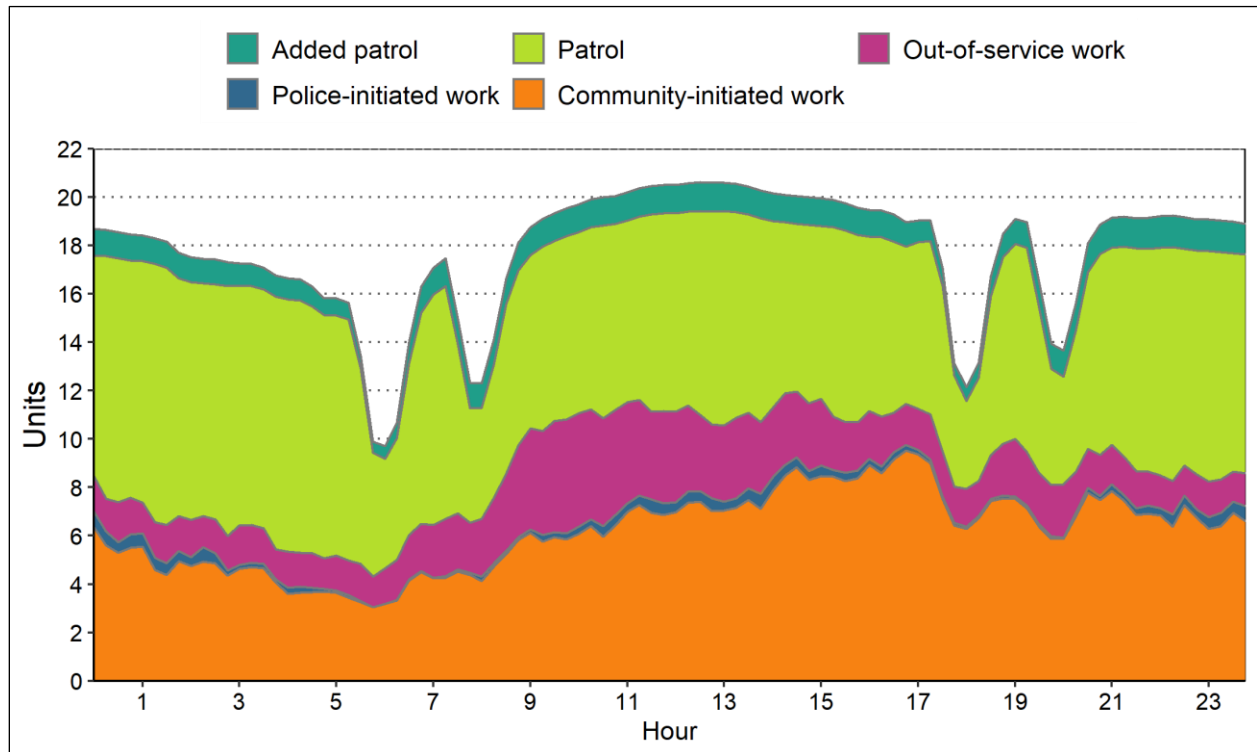


FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2022

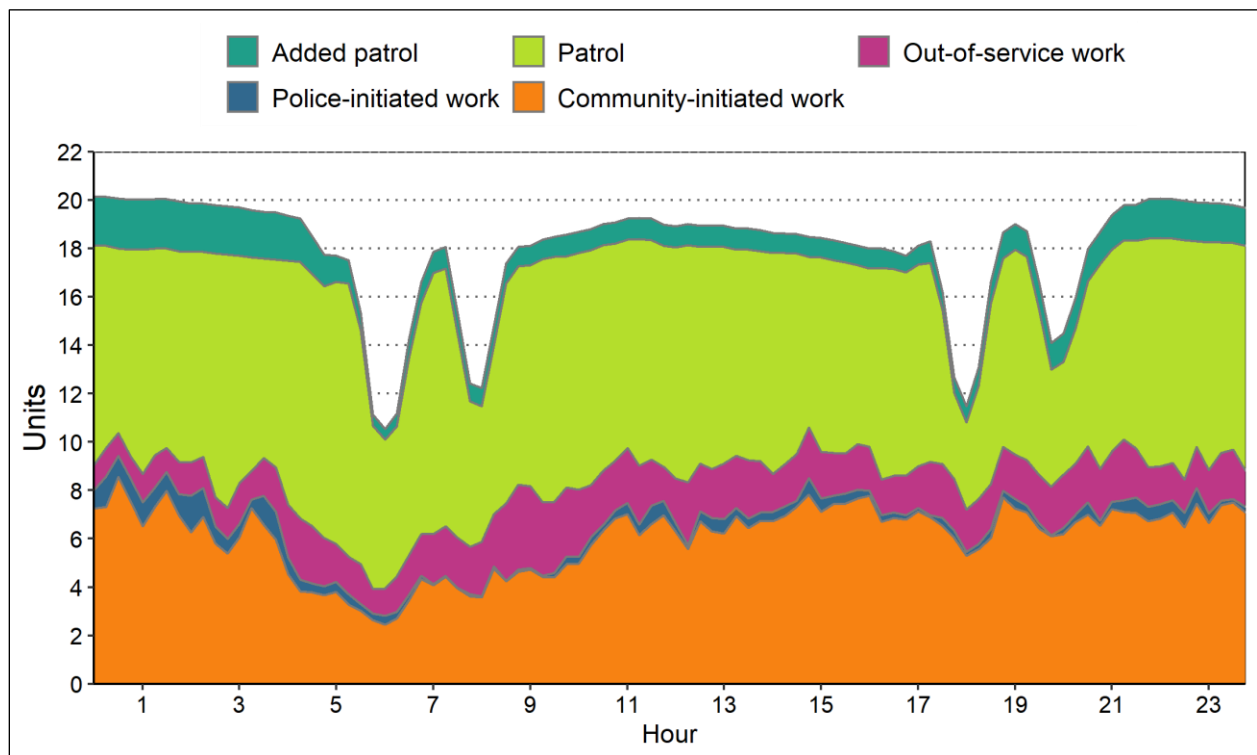


FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2022

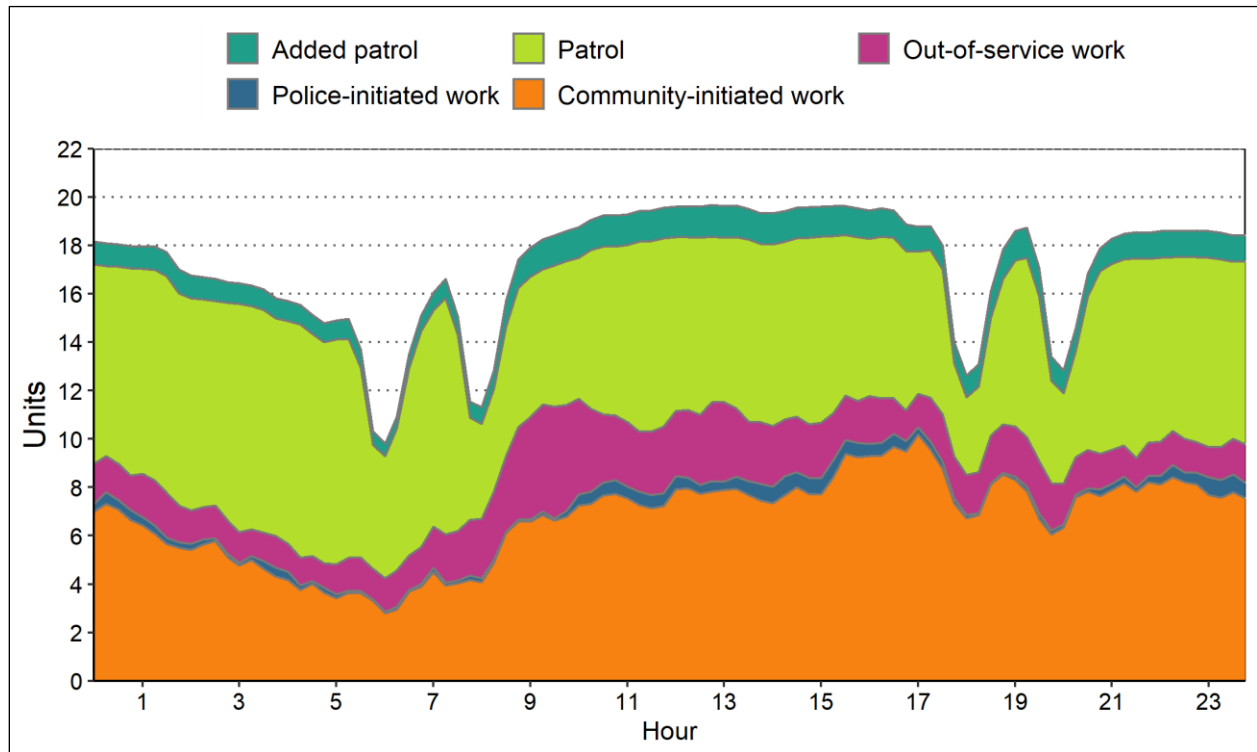
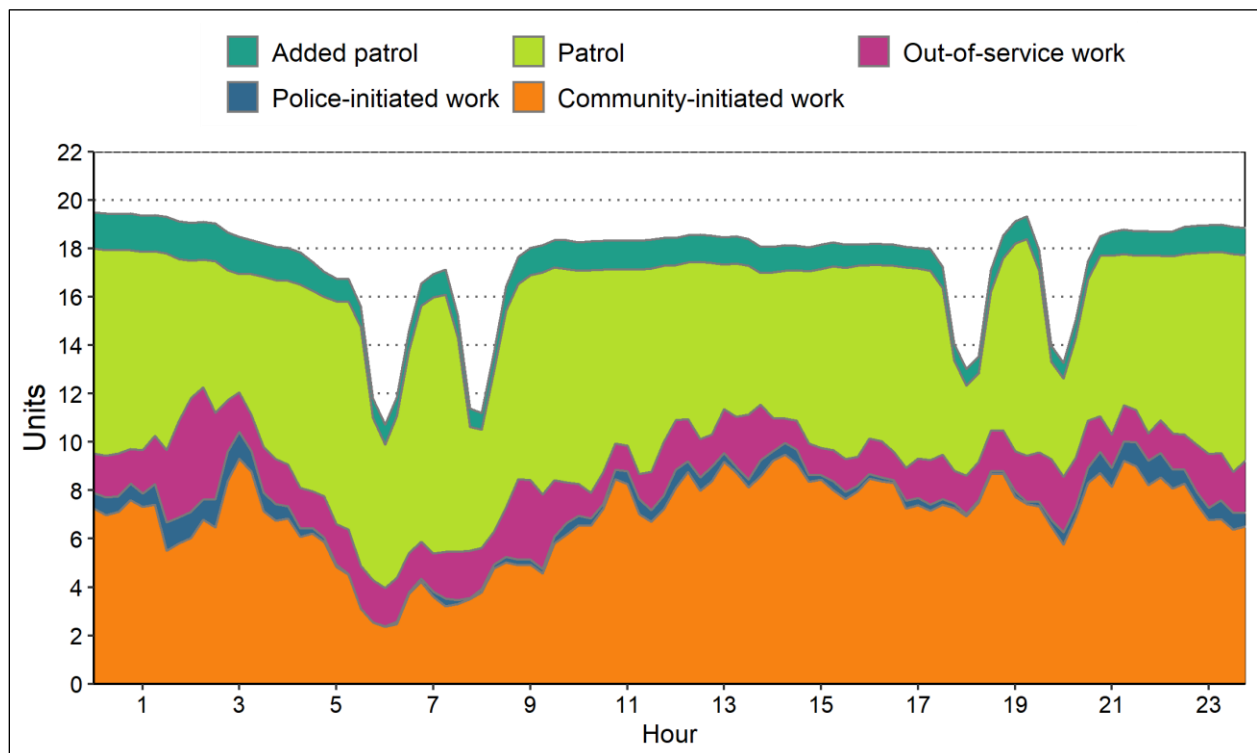


FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2022



Note: Figures 9-19 to 9-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, and out-of-service work.

Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 6.2 units per hour during the week and 6.0 units per hour on weekends.
 - This was approximately 35 percent of hourly deployment during the week and 34 percent of hourly deployment on weekends.
- All work:
 - Average workload was 8.7 units per hour during the week and 8.4 units per hour on weekends.
 - This was approximately 49 percent of hourly deployment during the week and 46 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 6.7 units per hour during the week and 6.9 units per hour on weekends.
 - This was approximately 39 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.
- All work:
 - Average workload was 9.0 units per hour during the week and 9.2 units per hour on weekends.
 - This was approximately 52 percent of hourly deployment during the week and 52 percent of hourly deployment on weekends.

FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2022

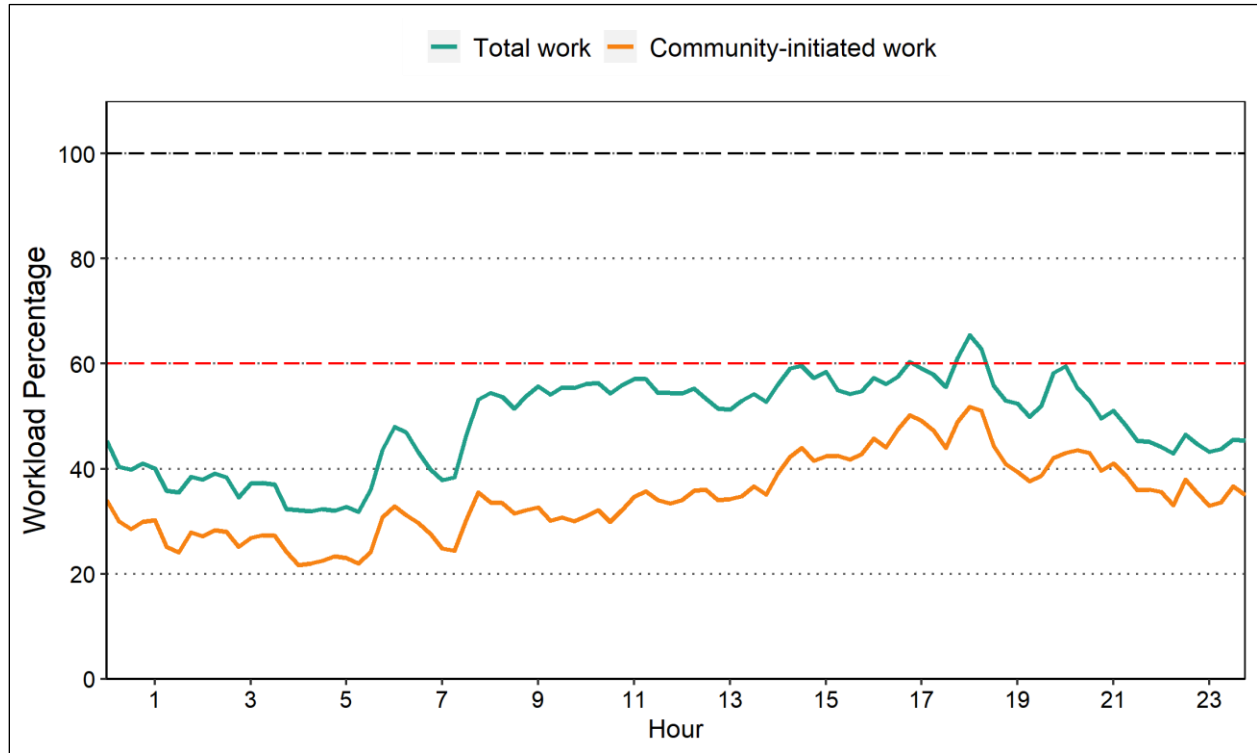


FIGURE 9-24: Percentage of Workload, Weekends, Winter 2022

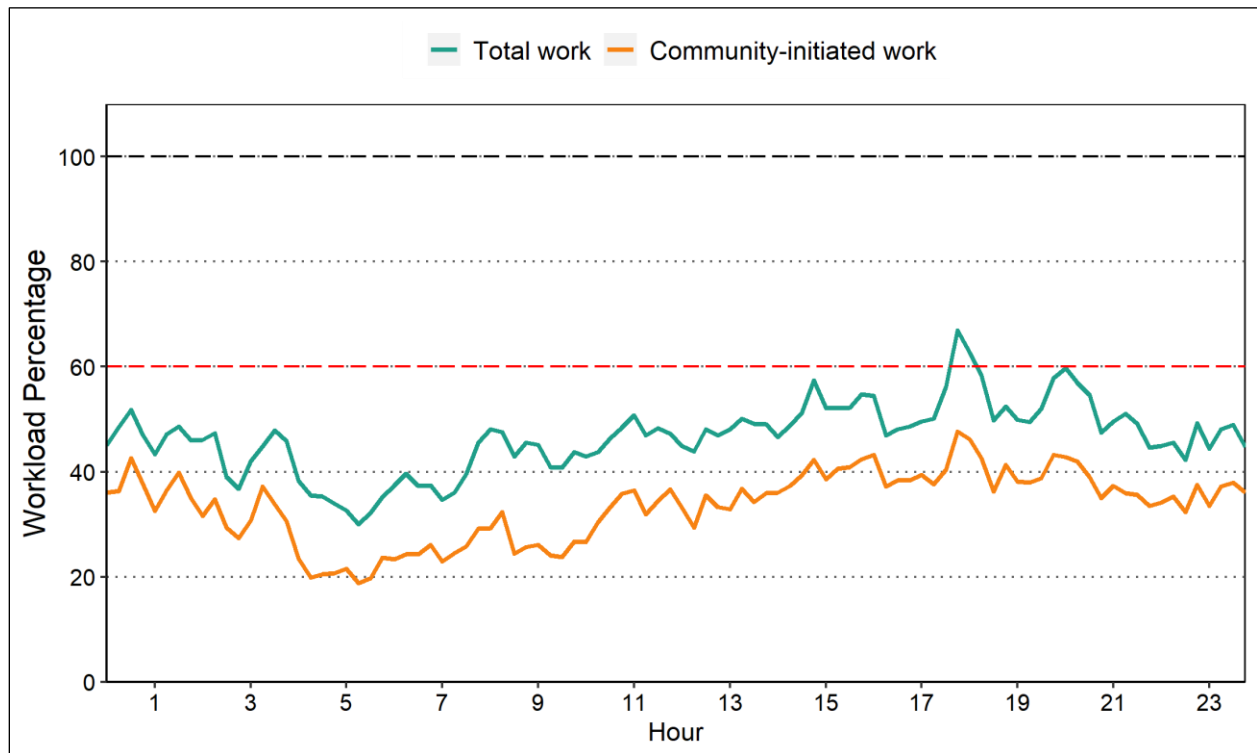


FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2022

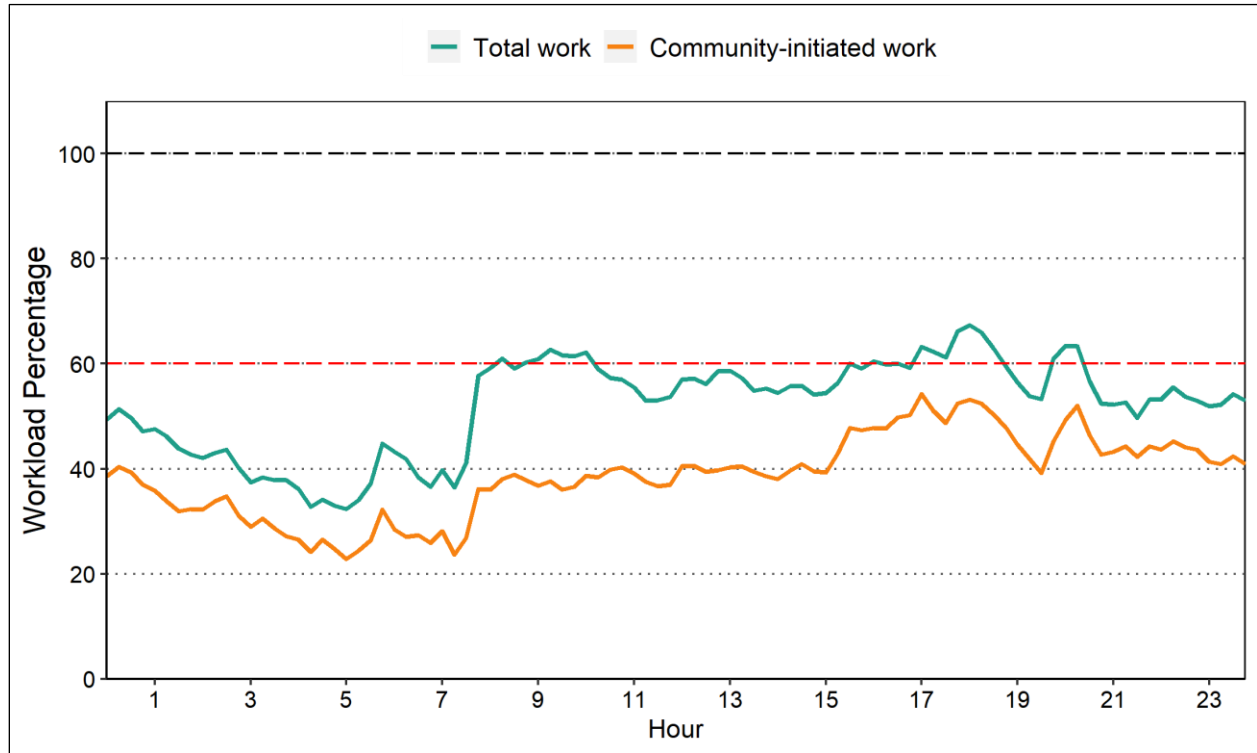
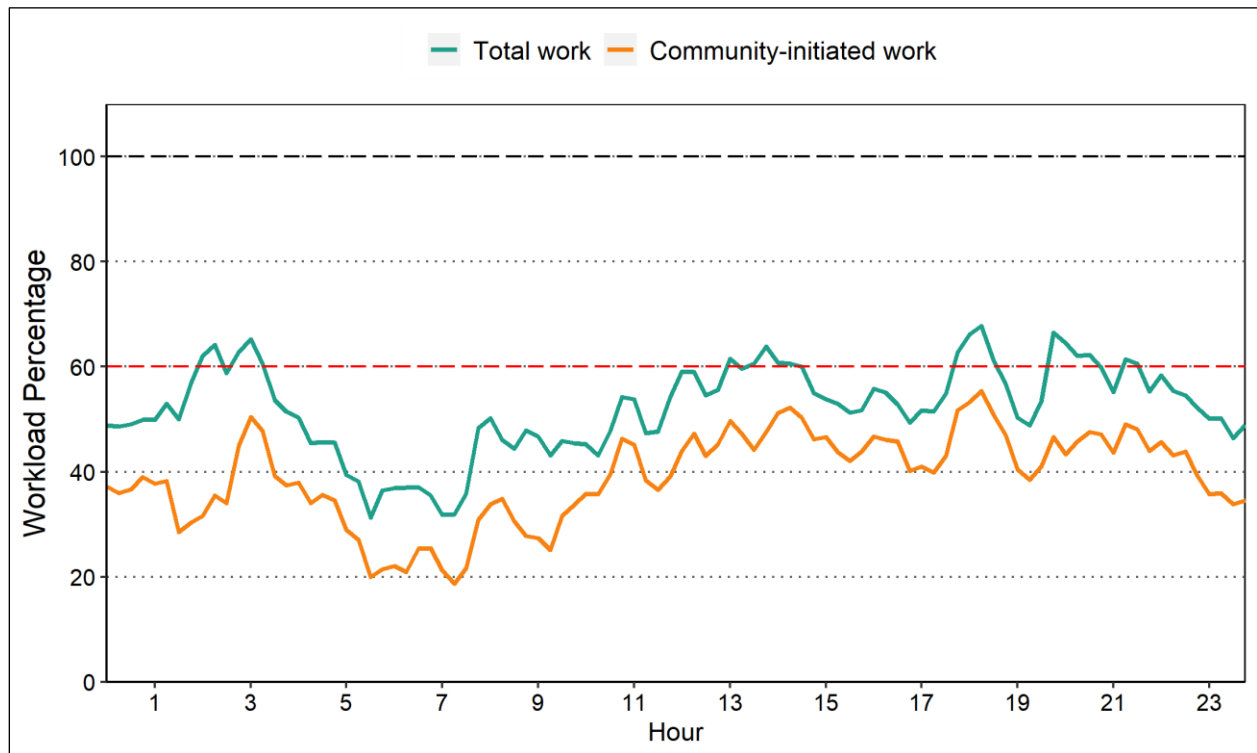


FIGURE 9-26: Percentage of Workload, Weekends, Summer 2022



Observations:

Winter:

- Community-initiated work:
 - During the week, the workload reached a maximum of 52 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 48 percent of deployment between 5:45 p.m. and 6:00 p.m.
- All work:
 - During the week, the workload reached a maximum of 65 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 67 percent of deployment between 5:45 p.m. and 6:00 p.m.

Summer:

- Community-initiated work:
 - During the week, the workload reached a maximum of 54 percent of deployment between 5:00 p.m. and 5:15 p.m.
 - On weekends, the workload reached a maximum of 55 percent of deployment between 6:15 p.m. and 6:30 p.m.
- All work:
 - During the week, the workload reached a maximum of 67 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, the workload reached a maximum of 68 percent of deployment between 6:15 p.m. and 6:30 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

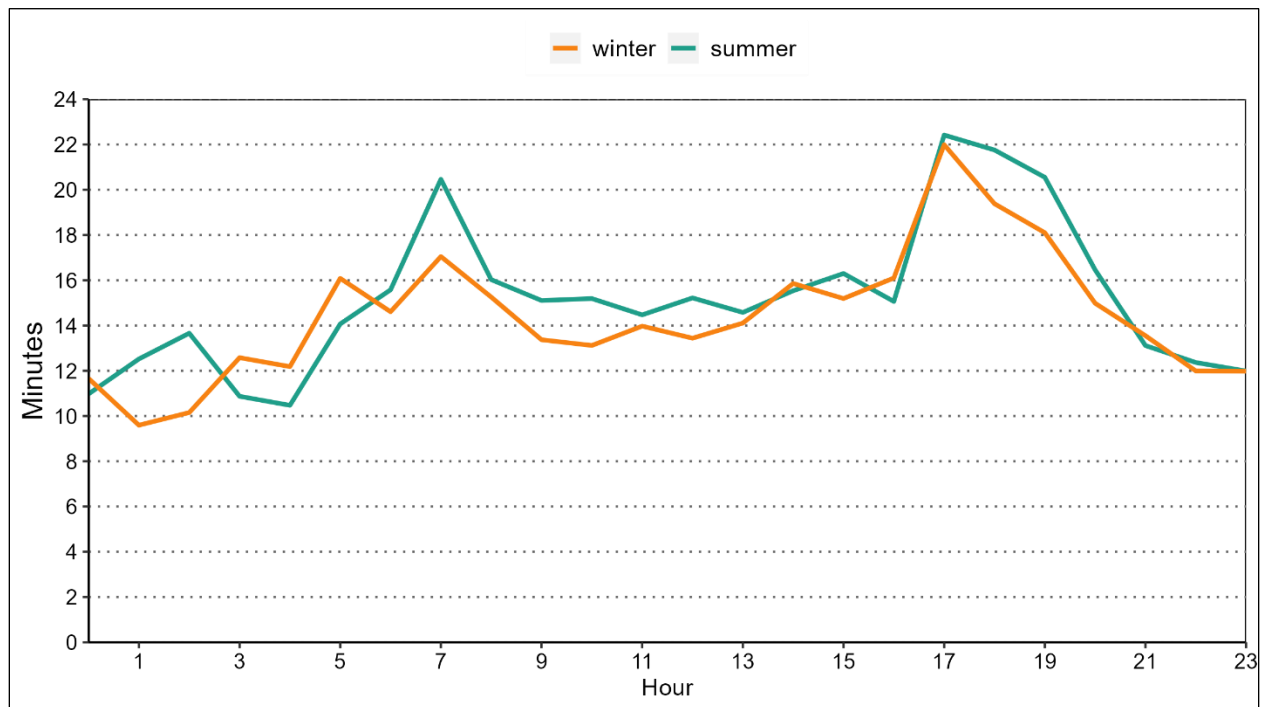
We begin the discussion with statistics that include all calls combined. We started with 10,960 calls for winter and 13,476 calls for summer. We limited our analysis to community-initiated calls, which amounted to 10,141 calls for winter and 12,451 calls for summer. In addition, we removed the calls lacking a recorded arriving unit and a few calls located at headquarters. We were left with 8,316 calls in winter and 10,005 calls in summer for our analysis. For the entire year, we began with 81,007 calls and limited our analysis to 75,109 community-initiated calls. With similar exclusions, we were left with 60,645 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

FIGURE 9-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022



Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 22.0 minutes.
- In winter, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 9.6 minutes.
- In summer, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 22.4 minutes.
- In summer, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 10.5 minutes.

FIGURE 9-28: Average Response Time by Category, Winter 2022

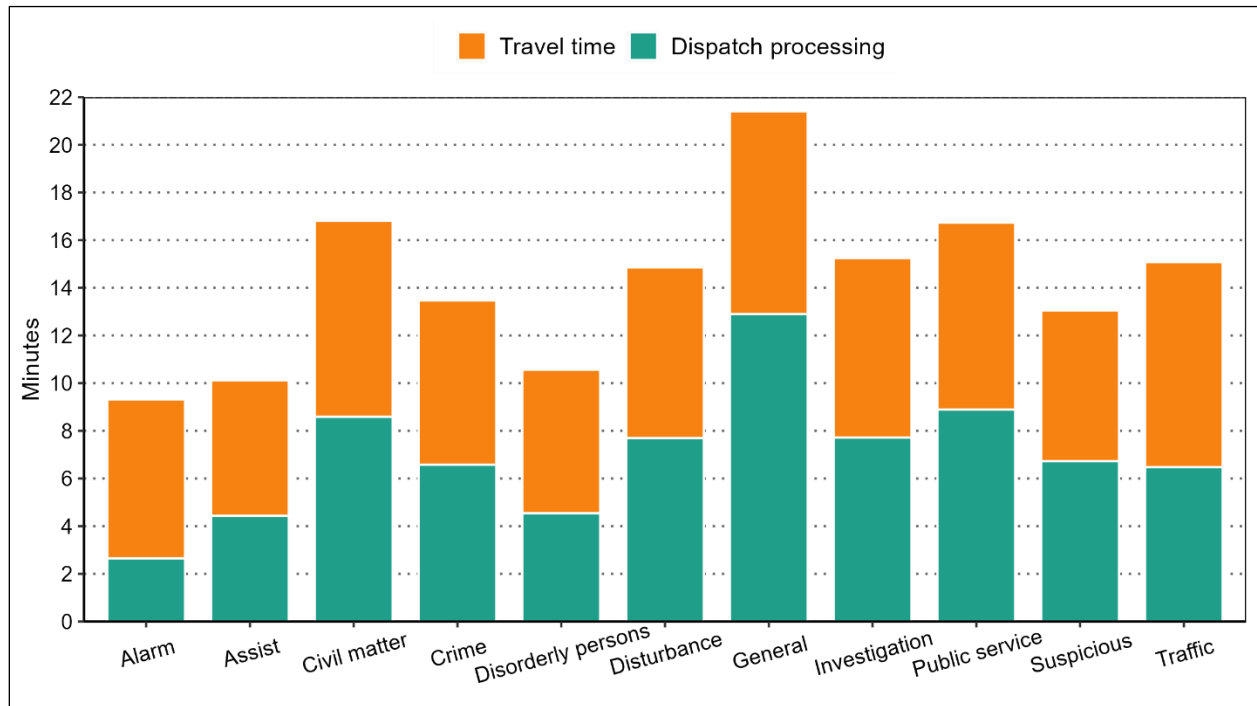


FIGURE 9-29: Average Response Time by Category, Summer 2022

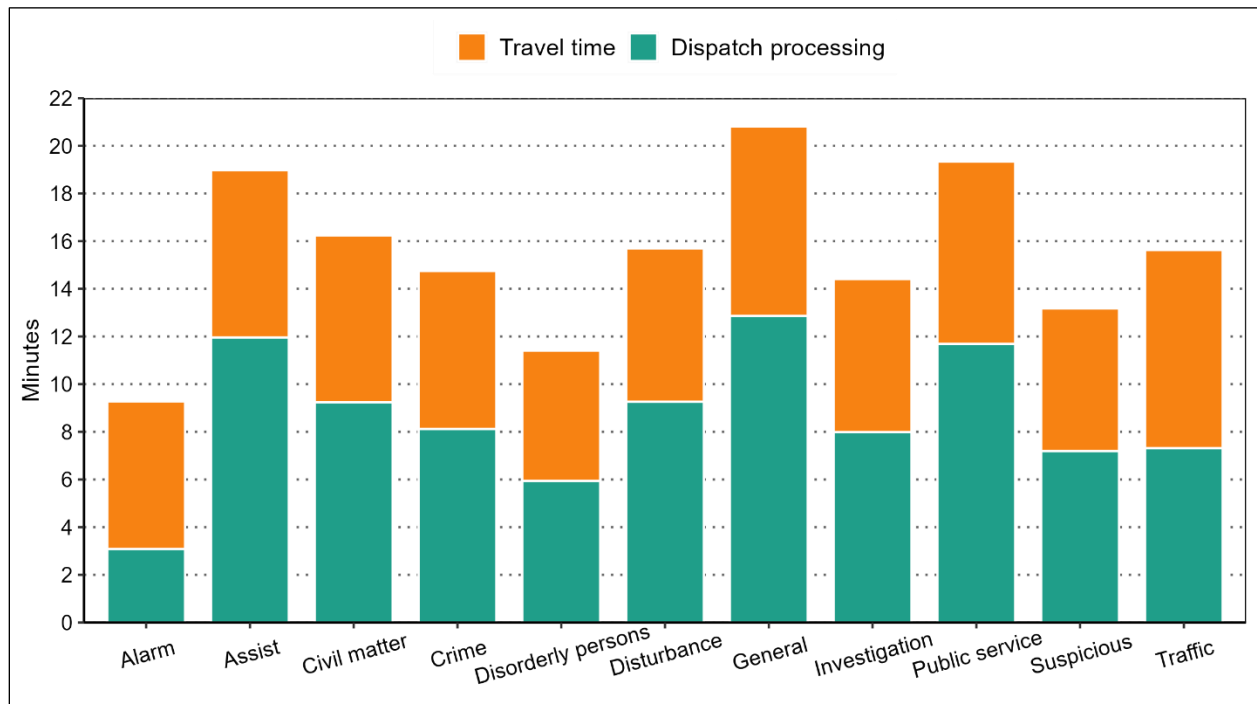


TABLE 9-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	6.4	9.0	15.5	695	7.0	8.7	15.7	665
Alarm	2.7	6.7	9.3	451	3.1	6.2	9.3	451
Animal call	16.4	9.6	26.1	211	17.3	10.1	27.4	277
Assist other agency	4.4	5.7	10.1	97	12.0	7.0	19.0	57
Civil matter	8.6	8.2	16.8	239	9.2	7.0	16.2	250
Crime against persons	5.4	6.2	11.6	797	6.0	6.2	12.2	1,234
Crime against property	7.6	7.6	15.2	853	10.0	7.0	17.1	1,372
Crime against society	6.7	6.9	13.6	39	8.6	5.4	14.0	81
Disorderly persons	4.5	6.0	10.6	659	5.9	5.5	11.4	952
Disturbance	7.7	7.2	14.9	159	9.3	6.4	15.7	217
Investigation	7.7	7.5	15.2	734	8.0	6.4	14.4	971
Juvenile	5.2	7.2	12.3	104	7.2	6.3	13.5	156
Mental health	10.7	8.0	18.7	328	9.5	7.2	16.7	419
Public service	8.9	7.8	16.7	1,192	11.7	7.6	19.3	1,308
Suspicious incident	6.7	6.3	13.1	906	7.2	6.0	13.2	691
Traffic enforcement	6.6	8.0	14.6	542	7.7	7.8	15.5	514
Warrant/prisoner	15.4	8.8	24.2	310	15.6	7.8	23.5	390
Total Average	7.4	7.4	14.8	8,316	8.6	6.9	15.6	10,005

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time for most categories was between 9 minutes and 17 minutes.
- In winter, the average response time was as short as 9 minutes (for alarms) and as long as 21 minutes (for general noncriminal calls).
- In summer, the average response time for most categories was between 9 minutes and 19 minutes.
- In summer, the average response time was as short as 9 minutes (for alarms) and as long as 21 minutes (for general noncriminal calls).
- The average response time for crimes was 13 minutes in winter and 15 minutes in summer.

TABLE 9-17: 90th Percentiles for Response Time Components, by Category

Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	15.4	17.3	31.2	19.8	16.8	33.0
Alarm	5.0	12.2	16.2	6.1	11.6	17.0
Animal call	61.9	18.9	79.7	57.3	24.7	84.1
Assist other agency	8.9	11.7	21.5	33.9	11.6	48.5
Civil matter	20.5	17.0	36.1	21.3	13.4	33.6
Crime against persons	12.5	11.4	22.8	14.3	12.1	25.0
Crime against property	20.3	15.2	34.4	27.2	14.7	40.7
Crime against society	19.2	14.0	25.1	19.6	10.4	31.4
Disorderly persons	10.4	10.7	19.8	15.1	10.4	22.3
Disturbance	18.8	16.1	32.7	20.9	13.7	33.3
Investigation	18.7	15.9	36.1	20.7	12.8	30.9
Juvenile	13.7	15.2	24.7	15.9	12.1	25.3
Mental health	29.2	15.7	44.8	25.8	13.4	36.8
Public service	23.2	16.4	36.3	33.5	16.4	46.6
Suspicious incident	16.0	12.2	25.2	18.4	11.3	27.7
Traffic enforcement	14.8	16.3	29.3	17.7	16.7	32.7
Warrant/prisoner	57.0	20.9	81.0	68.3	18.0	90.4
Total Average	18.7	15.1	31.7	23.1	14.2	35.5

Note: A 90th percentile value of 31.7 minutes means that 90 percent of all calls are responded to in fewer than 31.7 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 16 minutes (for alarms) and as long as 65 minutes (for general noncriminal calls).
- In summer, the 90th percentile value for response time was as short as 17 minutes (for alarms) and as long as 60 minutes (for general noncriminal calls).

FIGURE 9-30: Average Response Time Components, by Zone

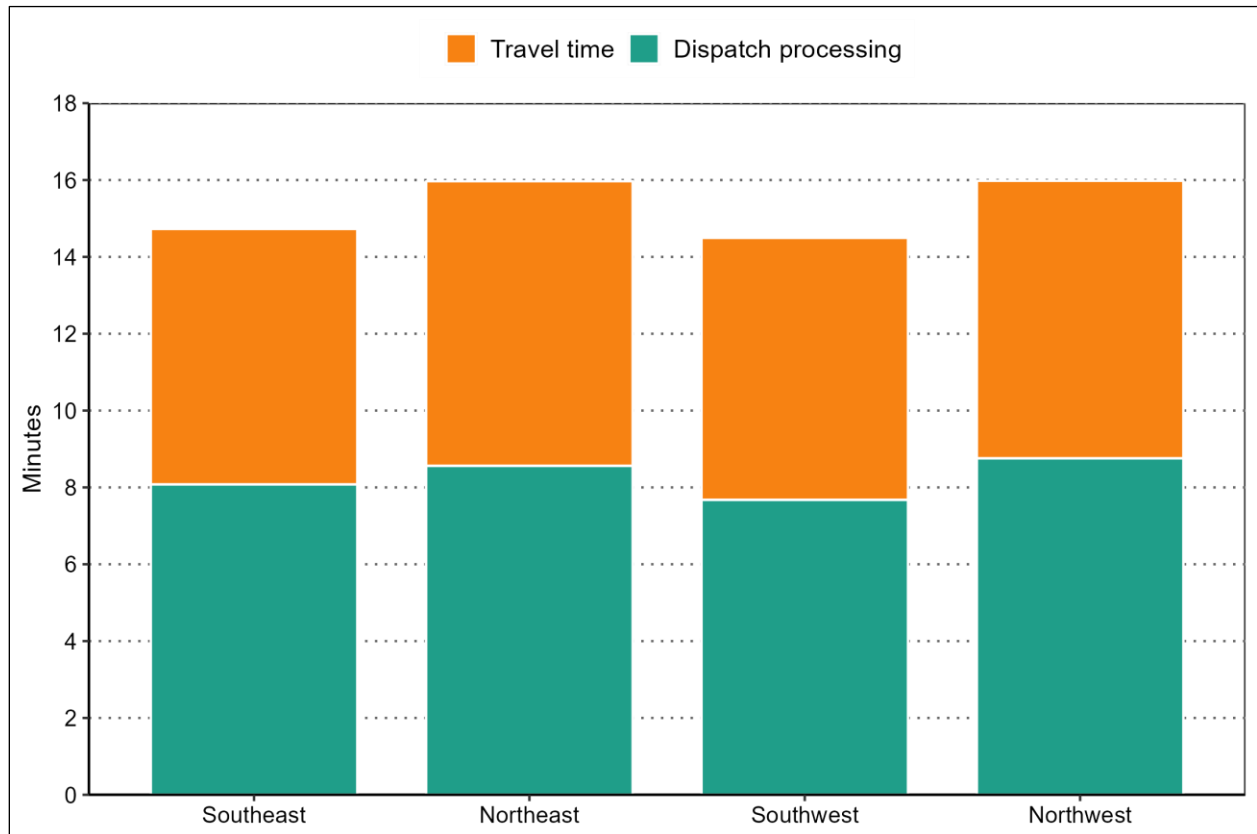


TABLE 9-18: Average Response Time Components, by Zone and District

Zone	Minutes				Calls	Population (Est. 2022)	Square Miles
	District	Dispatch	Travel	Response			
Southeast	3	8.4	9.0	17.5	2,639	8,135	4.6
	7	7.9	5.7	13.6	6,347	4,341	1.0
	13	9.1	7.2	16.3	4,575	7,950	4.2
	Downtown	6.1	5.5	11.6	2,333	711	0.1
	Subtotal	8.1	6.6	14.7	15,894	21,137	10.0
Northeast	6	9.1	7.2	16.3	5,221	12,555	4.1
	12	8.6	7.6	16.2	5,573	6,736	5.3
	14	7.9	7.5	15.4	4,943	4,887	3.4
	Subtotal	8.6	7.4	16.0	15,737	24,178	12.8
Southwest	1	8.0	5.5	13.5	3,655	4,248	0.9
	5	7.5	6.3	13.8	2,719	4,219	1.5
	9	7.3	7.2	14.5	3,449	8,572	3.3
	11	8.1	9.4	17.5	1,814	8,811	3.7
	Subtotal	7.7	6.8	14.5	11,637	25,850	9.3
Northwest	2	9.1	8.5	17.7	4,376	7,812	3.7
	4	8.7	7.3	16.0	4,303	8,600	3.3
	8	8.7	6.5	15.2	4,574	7,011	2.2
	10	8.6	6.5	15.1	4,124	5,572	1.7
	Subtotal	8.8	7.2	16.0	17,377	28,995	10.9
Total Average		8.3	7.0	15.4	60,645	100,160	42.9

Observations:

- The Southwest zone had the shortest average response time of 14.5 minutes.
- The Northeast and Northwest zones had the longest average response times of 16.0 minutes.

High-Priority Calls

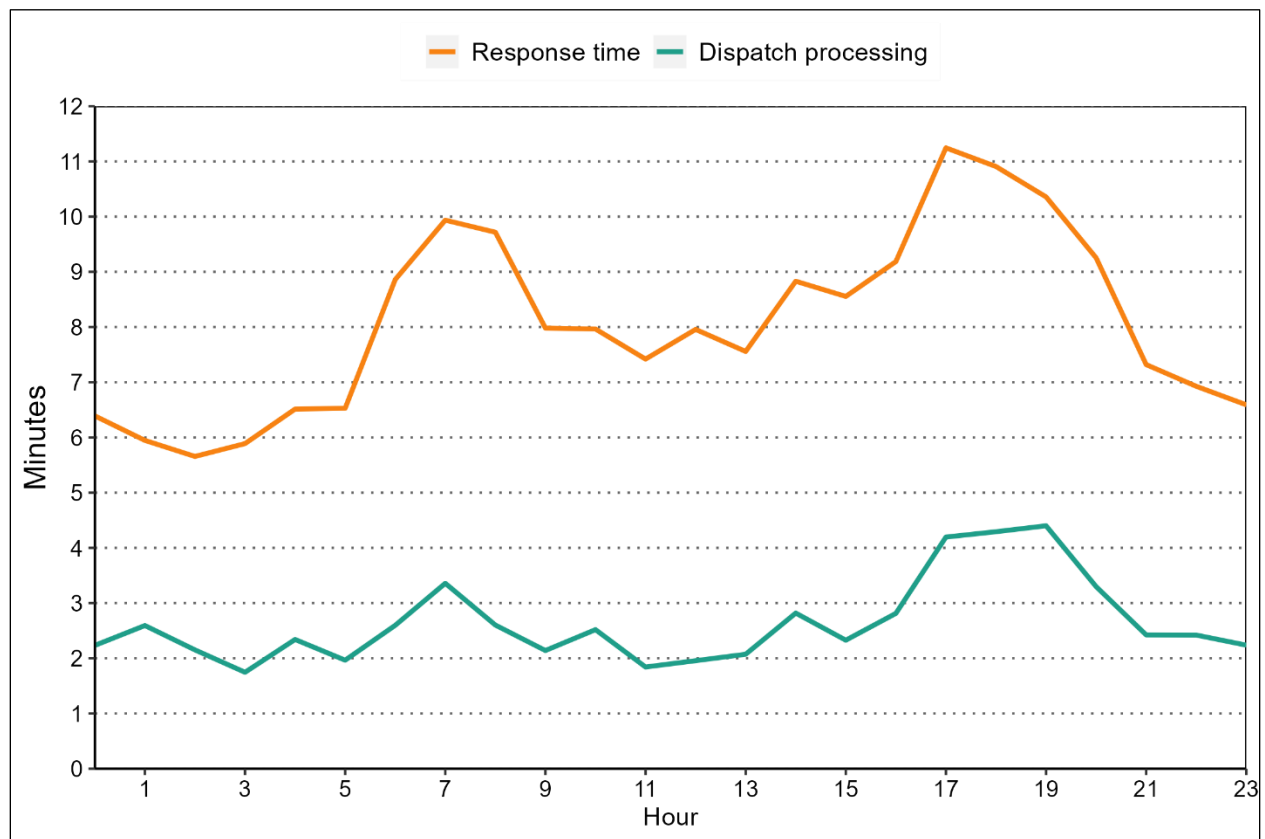
The department assigns priorities to calls with priority 1, including priority 1A, 1B, and 1C, as the highest priority. Table 9-19 shows average response times by priority. Also, we identified injury accidents by including accident calls whose descriptions matched "HIT AND RUN WITH INJURIES," "HIT AND RUN WITH MAJOR INJURY (PEDESTRIAN, MOTORCYCLE, UNCON," "WITH MINOR INJURIES," and "WITH MAJOR INJURIES (PEDESTRIAN, MOTORCYCLE, UNCONC, ETC)."

TABLE 9-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch Processing	Travel Time	Response Time		
1	2.7	5.5	8.2	4,230	15.0
1A	2.3	4.2	6.5	25	10.8
1B	4.4	5.7	10.1	76	20.4
1C	3.7	6.9	10.6	13	14.9
Subtotal	2.8	5.5	8.3	4,344	15.0
2	9.5	7.0	16.5	621	37.5
2A	4.5	6.7	11.2	3,714	22.1
2B	7.8	6.8	14.7	34,858	30.9
2C	8.6	6.7	15.3	49	31.5
Subtotal	7.6	6.8	14.4	39,242	30.2
3	11.5	8.8	20.3	67	54.2
3A	7.1	7.8	14.9	1,311	30.4
3B	11.6	8.0	19.6	15,293	48.4
3C	18.1	17.5	35.6	5	209.1
Subtotal	11.3	8.0	19.3	16,676	46.6
4A	15.4	9.8	25.2	81	64.8
4B	22.4	8.9	31.3	302	75.1
Subtotal	20.9	9.1	30.0	383	74.0
Total	8.3	7.0	15.4	60,645	34.3
Injury accident	2.8	6.8	9.6	941	17.7

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 9-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 8.3 minutes, lower than the overall average of 15.4 minutes for all calls.
- Average dispatch processing was 2.8 minutes for high-priority calls, compared to 8.3 minutes overall.
- For high-priority calls, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 11.2 minutes.
- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 5.7 minutes.
- Average response time for injury accidents was 9.6 minutes, with a dispatch processing of 2.8 minutes. All injury accidents were priority 1 calls.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2022, to December 31, 2022, were classified into the following categories.

TABLE 9-20: Call Type, by Category

Type Code	Call Type	Table Category	Figure Category
AIRPORT-LE	AIRPORT ALERT	Alarm	Alarm
ALARM	ALARM		
FIRE	WORKING FIRE/POLICE UNIT REQUESTED	Assist other agency	Assist
SOCIALSERV	SOCIAL SERVICES HIGH RISK AREA		
CIVIL	CIVIL MATTER (NOT MVC)	Civil matter	Civil matter
ABDUCT	ABDUCTION/KIDNAP	Crime against persons	Crime
ABUSE	CHILD ABUSE		
ARMED	PERSON W/ WEAPON		
ASSAULT	ASSAULT		
BANK	BANK HOLDUP		
DOMESTIC	DOMESTIC DISORDER		
ENTICING	ENTICING A CHILD		
FIGHT	FIGHT		
GSW	GUNSHOT WOUND		
HARASS	HARASSING		
HOMICIDE	HOMICIDE/REPORT OF HOMICIDE		
IMPERSON	IMPERSONATE POLICE		
INDECENT	INDECENT EXPOSURE		
MOLESTING	CHILD MOLESTING		
RAPE	RAPE PAST OFFENSE		
ROBBERY	ROBBERY/HOLDUP		
SEX	SEX OFFENSE		
SHOOTING	SHOOTING IN CITY		
SIGNAL1	OFFICER NEEDS HELP		
SIGNAL2	OFFICER NEEDS HELP - NON-EMERGENCY		
STALKING	STALKING		
THREATS	THREATS		
THROWING	THROWING MISSILES		
ARSON	ARSON CASE	Crime against property	
BOMB	BOMB THREAT		
BURGLARY	BURGLARY		
DUMP	LITTERING/DUMPING		
EMBEZZLE	EMBEZZLEMENT		
FORGERY	FORGERY OFFENSE		
FRAUD	FRAUD		
LARCENY	LARCENY		
LEAVING	FRAUD/LEAVING WITHOUT PAYING BILL		

Type Code	Call Type	Table Category	Figure Category
LITTERING	LITTERING		
PROPERTY	PROPERTY DAMAGE		
PROWLER	PROWLER		
PURSE	PURSE SNATCH		
SHOPLIFT	SHOPLIFTING		
STOLENVEH	VEHICLE THEFT		
TAMPERING	TAMPERING		
TRESPASS	TRESPASSING/REFUSING TO LEAVE		
UNAUTHUSE	UNAUTHORIZED USE OF VEHICLE		
ABC	ALCOHOL VIOLATION		
CRUEL	AW-ANIMAL CRUELTY	Crime against society	
DRUG	DRUG OFFENSE		
DISORDER	DISORDERLY PERSONS	Disorderly persons	Disorderly persons
PDOWN	PERSON DOWN		
BEGGING	BEGGING	Disturbance	Disturbance
FIREWORKS	FIREWORKS		
MUSIC	LOUD MUSIC		
NUISANCE	NUISANCE		
SOLICIT	SOLICITING		
ANINJ	AW-ANIMAL INJURY	Animal call	General noncriminal
ANNEGLECT	AW-ANIMAL NEGLECT - INADEQUATE FOOD, SHELTER OR TREATMENT		
BARK	BARKING DOG OFFENSE		
BITE-LE	AW-MAL OFFENSE/ANIMAL BITE		
CAT	AW-MAL OFFENSE/CAT INVOLVED		
DEER	AW-DEER CALL		
LIVESTOCK	AW-LIVESTOCK/ANIMAL OFFENSE		
LOOSE	AW-DOG/ANIMAL AT LARGE		
MEAN	AW-VICIOUS/MEAN ANIMAL ON SCENE		
TETHER	AW-ANIMAL TETHER VIOLATION - OVER 3 HOURS TIED UP OUTDOORS		
WILD	AW-WILD ANIMAL/WILDLIFE INVOLVED/ANIMAL OFFENSE		
CHILD	CHILD IN NEED OF SERVICES	Juvenile	
JUVENILE	JUVENILE OFFENSE		
PLAY	PLAYING ON PHONE		
ECO	ECO	Mental health	
MENTAL	MENTAL SUBJECT		
SUICIDE	SUICIDE ATTEMPT/THREATS		
PENDING	PENDING TYPE FOR WARRANT INFORMATION	Warrant/prisoner	
WANTED	WANTED PERSON		
DOA	DECEASED PERSON	Investigation	

Type Code	Call Type	Table Category	Figure Category
ET	EVIDENCE TECH REQUEST		
FOUND	FOUND PROPERTY		
MISSING	MISSING PERSON/CHILD		
OVERDOSE	OVERDOSE		
PURSUIT	VEHICLE PURSUIT IN PROGRESS		
SCREAM	PERSON SCREAMING FOR HELP		
UNKNOWN	UNKNOWN SITUATION/UNKNOWN EMERGENCY		
ABVEH	ABANDONDED VEHICLE	Public service	Public service
ESCORT	FUNERAL ESCORT/TRAFFIC CONTROL		
INFO	PUBLIC SERVICE/POLICE INFORMATION		
INJURYPD	INJURY ON CITY PROPERTY		
KEYS	KEYS LOCKED IN VEHICLE WITH CHILD INSIDE		
OCCUPANCY	10 OR MORE PEOPLE PUBLIC GATHERING		
PUBLICSERV	PUBLIC SERVICE/POLICE		
DIP	DRUNK PERSON/SUSPECT (S)	Suspicious incident	Suspicious incident
OPENDOOR	OPEN DOOR/WINDOW POSS BREAK IN		
PACKAGE	SUSPICIOUS PACKAGE OR LETTER		
SUSPICIOUS	SUSPICIOUS ACTIVITIES		
MVC	MOTOR VEHICLE CRASH	Accident	Traffic
DMV	DISABLED VEHICLE IN TRAFFIC	Traffic enforcement	
DUI	DUI OFFENSE		
PARKING	PARKING VIOLATION		
RECKLESS	RECKLESS DRIVING		
TRAFFIC	TRAFFIC OFFENSE/PROBLEM		
STOP	VEHICLE STOP/OFFICER INITIATED OFFENSE	Traffic stop	

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) and the Virginia State Police. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2012 through 2021, along with clearance rates for 2020 and 2021. Crime rates are expressed as incidents per 100,000 population.

TABLE 9-21: Reported Crime Rates in 2020 and 2021, by City

Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Alexandria	VA	161,525	183	1,729	1,912	158,675	224	1,773	1,997
Blacksburg	VA	44,422	65	698	763	44,074	84	624	708
Charlottesville*	VA	47,671	396	1,922	2,318	51,079	474	2,467	2,941
Christiansburg	VA	22,643	163	2,115	2,279	22,399	259	2,380	2,639
Danville*	VA	39,704	275	2,844	3,118	42,597	380	2,949	3,329
Hampton*	VA	134,082	266	2,490	2,756	136,581	289	2,552	2,842
Harrisonburg*	VA	53,442	219	1,518	1,736	55,220	230	1,490	1,720
Hopewell*	VA	22,498	369	2,018	2,387	22,322	336	1,904	2,240
Leesburg	VA	55,070	222	971	1,193	54,488	200	1,107	1,307
Lexington*	VA	7,487	120	614	735	7,294	41	754	795
Lynchburg*	VA	82,871	443	1,629	2,072	80,054	418	2,109	2,527
Manassas	VA	41,386	309	1,600	1,909	42,733	267	1,804	2,071
Martinsville*	VA	12,417	387	2,698	3,084	12,206	459	2,573	3,031
Newport News*	VA	178,896	626	2,039	2,665	178,662	652	1,980	2,631
Norfolk*	VA	242,516	636	2,718	3,354	242,488	739	3,199	3,938
Petersburg*	VA	31,195	632	2,587	3,218	30,212	755	2,403	3,158
Portsmouth*	VA	94,205	920	4,540	5,460	97,883	760	3,776	4,536
Richmond*	VA	233,350	349	2,921	3,270	234,928	374	2,736	3,110
Staunton*	VA	25,048	180	2,192	2,371	25,310	221	1,968	2,189
Suffolk	VA	92,881	394	1,846	2,241	96,130	496	1,806	2,302
Williamsburg*	VA	15,086	139	1,213	1,352	15,406	305	1,279	1,584
Winchester*	VA	28,279	255	2,072	2,327	27,827	284	2,433	2,717
Roanoke	VA	99,335	451	3,834	4,285	99,883	491	3,795	4,286
Virginia		8,655,608	215	1,488	1,703	8,640,726	229	1,479	1,708
National		331,449,281	399	1,958	2,357	**215,058,917	323	1,928	2,250

Note: According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned. *These cities are members of the [Virginia First Cities Coalition](#). **2021 national crime data covers 65 percent of the total population.

FIGURE 9-32: Reported Roanoke Violent and Property Crime Rates, by Year

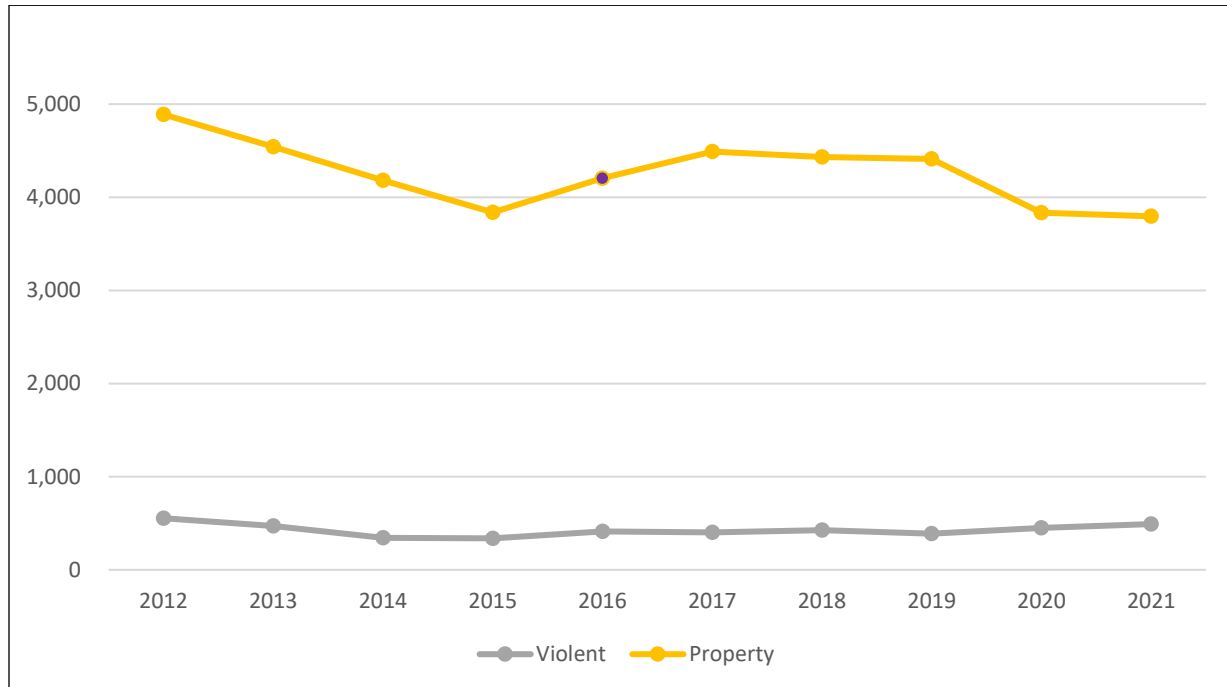


FIGURE 9-33: Reported City and State Crime Rates, by Year

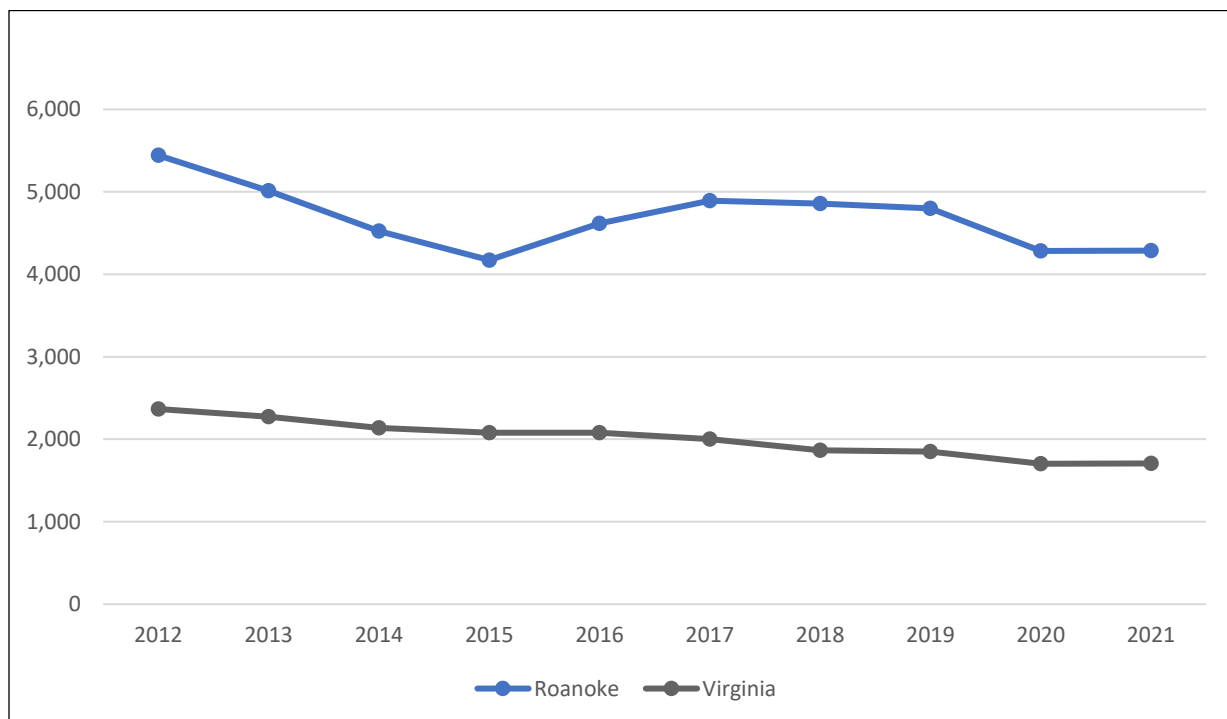


TABLE 9-22: Reported Roanoke, Virginia, and National Crime Rates, by Year

Year	Roanoke				Virginia				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	97,780	554	4,889	5,443	8,193,139	191	2,176	2,367	319,697,368	377	2,758	3,135
2013	97,927	470	4,542	5,012	8,267,614	198	2,074	2,272	321,947,240	362	2,627	2,989
2014	98,941	344	4,180	4,524	8,333,504	198	1,940	2,138	324,699,246	357	2,464	2,821
2015	99,827	338	3,836	4,173	8,390,177	199	1,880	2,079	327,455,769	368	2,376	2,744
2016	99,978	413	4,204	4,617	8,420,092	219	1,860	2,080	329,308,297	383	2,353	2,736
2017	100,027	402	4,492	4,894	8,470,020	208	1,793	2,001	325,719,178	383	2,362	2,745
2018	100,042	427	4,432	4,859	8,517,685	200	1,666	1,866	327,167,434	369	2,200	2,568
2019	99,752	387	4,413	4,800	8,535,519	208	1,643	1,851	328,239,523	379	2,010	2,489
2020	99,335	451	3,834	4,285	8,655,608	215	1,488	1,703	331,449,281	399	1,958	2,357
2021	99,883	491	3,795	4,286	8,640,726	229	1,479	1,708	215,058,917	323	1,928	2,250

TABLE 9-23: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2020

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	15	8	53%	534	343	64%	18,109	9,851	54%
Rape	40	4	10%	2,612	430	16%	110,095	33,689	31%
Robbery	92	35	38%	2,987	1,077	36%	209,643	60,377	29%
Aggravated Assault	313	130	42%	12,484	5,044	40%	799,678	371,051	46%
Burglary	407	39	10%	11,507	1,744	15%	898,176	125,745	14%
Larceny	3,116	570	18%	105,960	17,867	17%	4,004,124	604,623	15%
Vehicle Theft	366	45	12%	11,331	1,086	10%	727,045	89,427	12%

Note: *Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

TABLE 9-24: Reported Roanoke, Virginia, and National Crime Clearance Rates, 2021

Crime	Roanoke			Virginia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	16	5	31%	570	309	54%	22,900	11,500	50%
Rape	93	14	15%	2,944	326	11%	144,300	16,500	11%
Robbery	72	21	29%	2,942	868	30%	202,200	48,800	24%
Aggravated Assault	309	126	41%	13,328	4,681	35%	943,800	297,500	32%
Burglary	475	41	9%	10,533	1,441	14%	899,700	107,200	12%
Larceny	2,945	272	9%	105,524	13,885	13%	4,627,000	508,900	11%
Vehicle Theft	371	45	12%	11,764	917	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report [The Transition to the National Incident-Based Reporting System \(NIBRS\): A Comparison of 2020 and 2021 NIBRS Estimates](#).

END